City of San Francisco
Reengineering the Criminal Justice System

Final Presentation

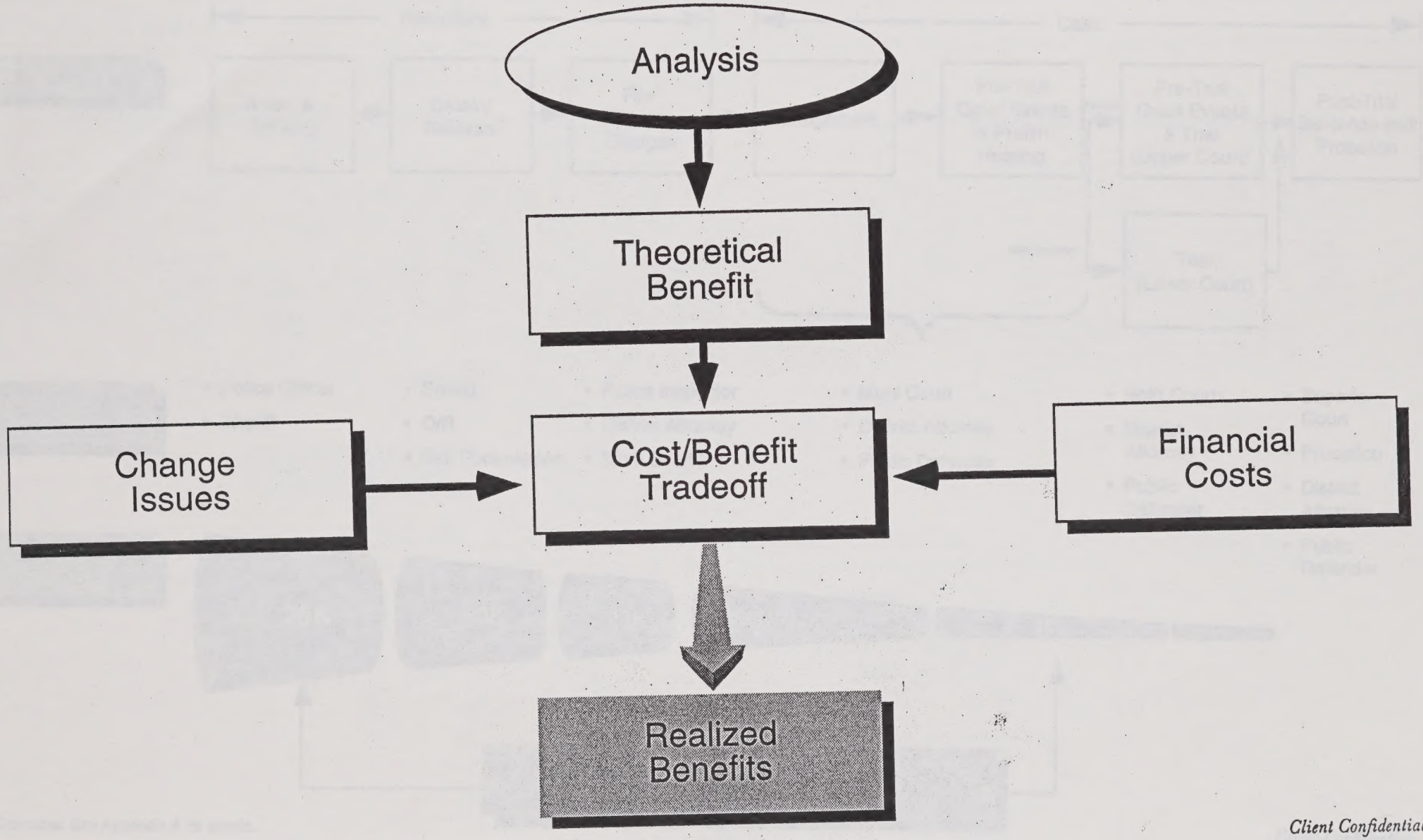
April 15, 1993

CSC | Index

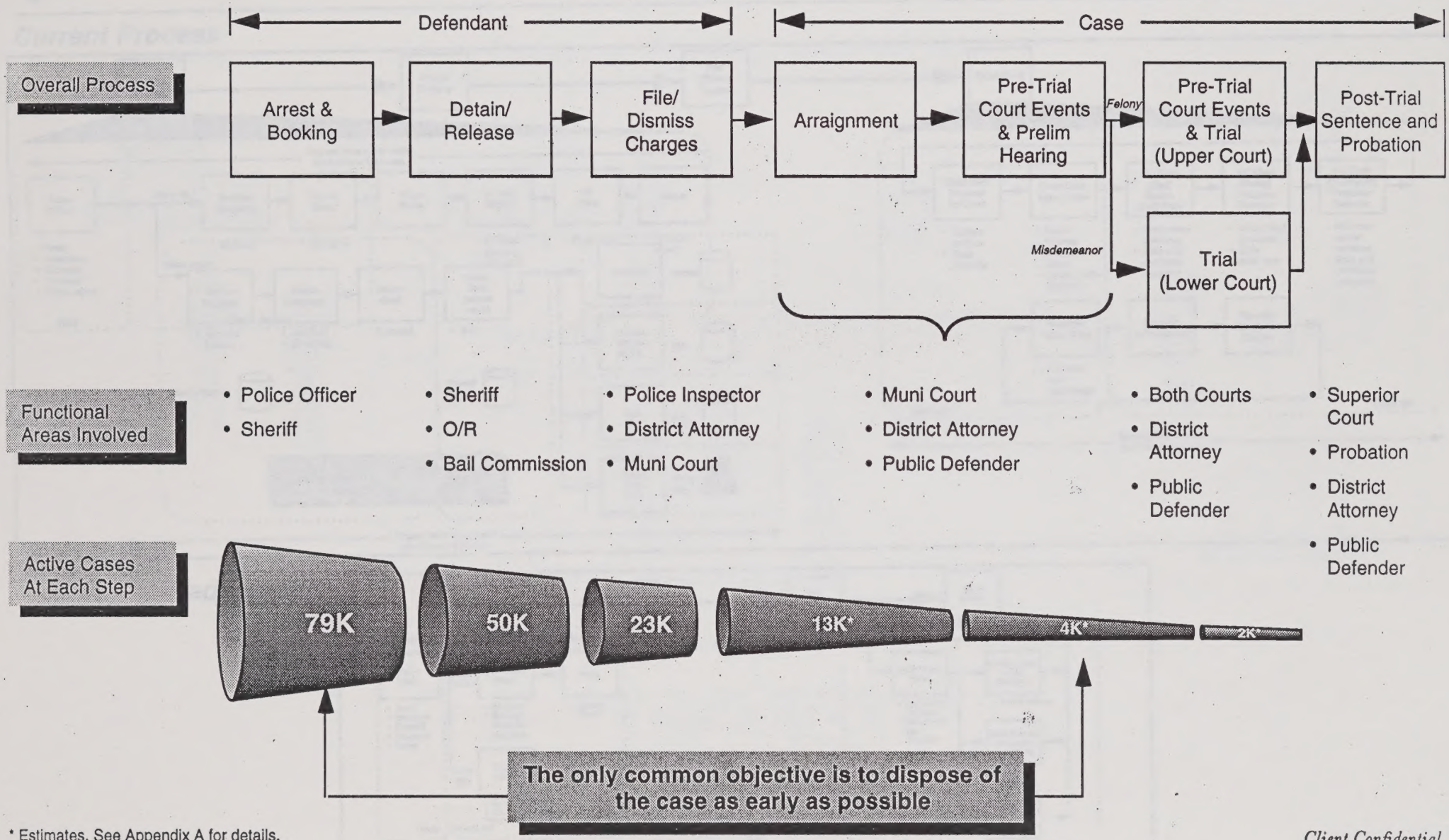
Agenda

- Why: Current Situation
- What: New Vision and Alternative
- How: Recommendation
- Next Steps

In All Change Campaigns, the Theoretically Possible Is Balanced Against Change Costs



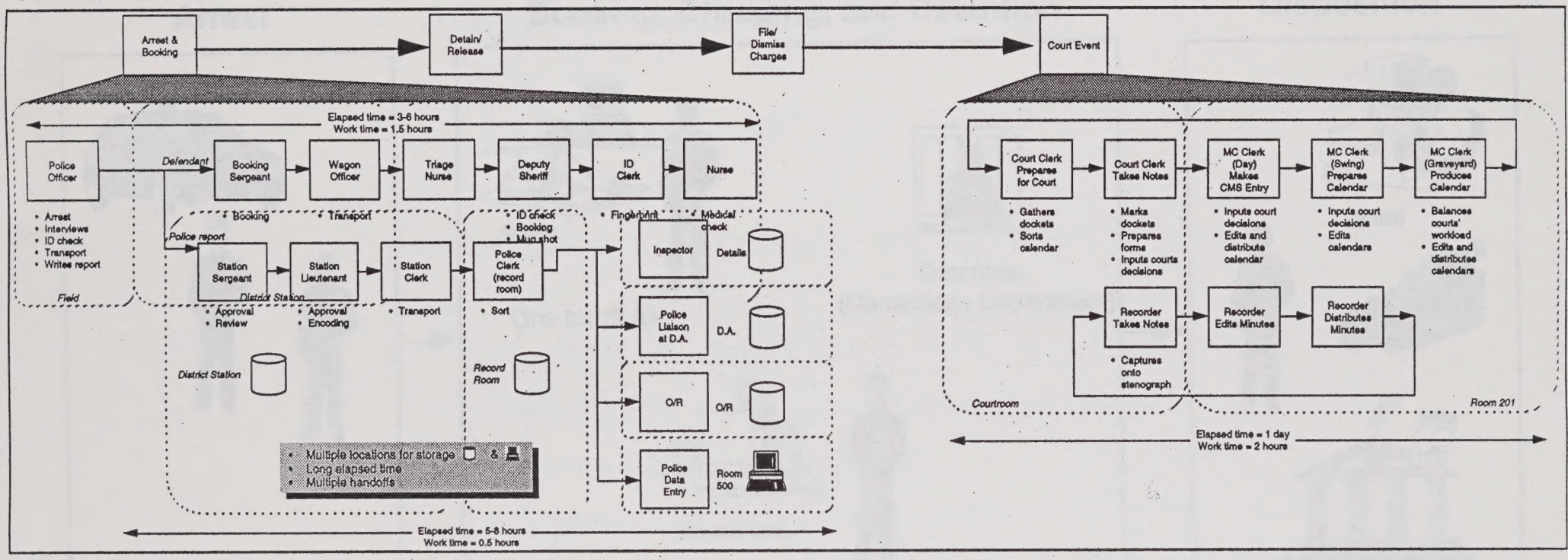
The Current Criminal Justice System in San Francisco Is Inefficient...



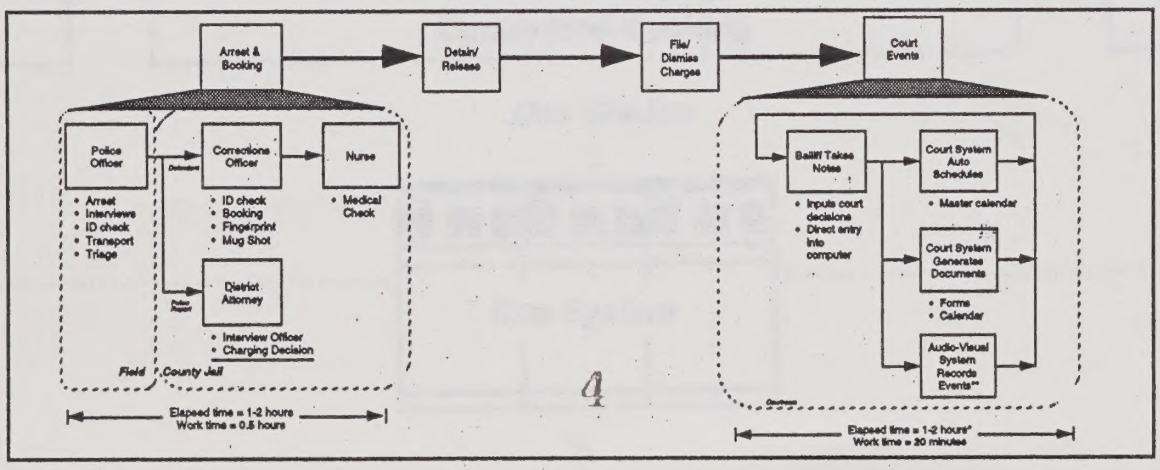
* Estimates. See Appendix A for details.

...Complex and Has Many Handoffs

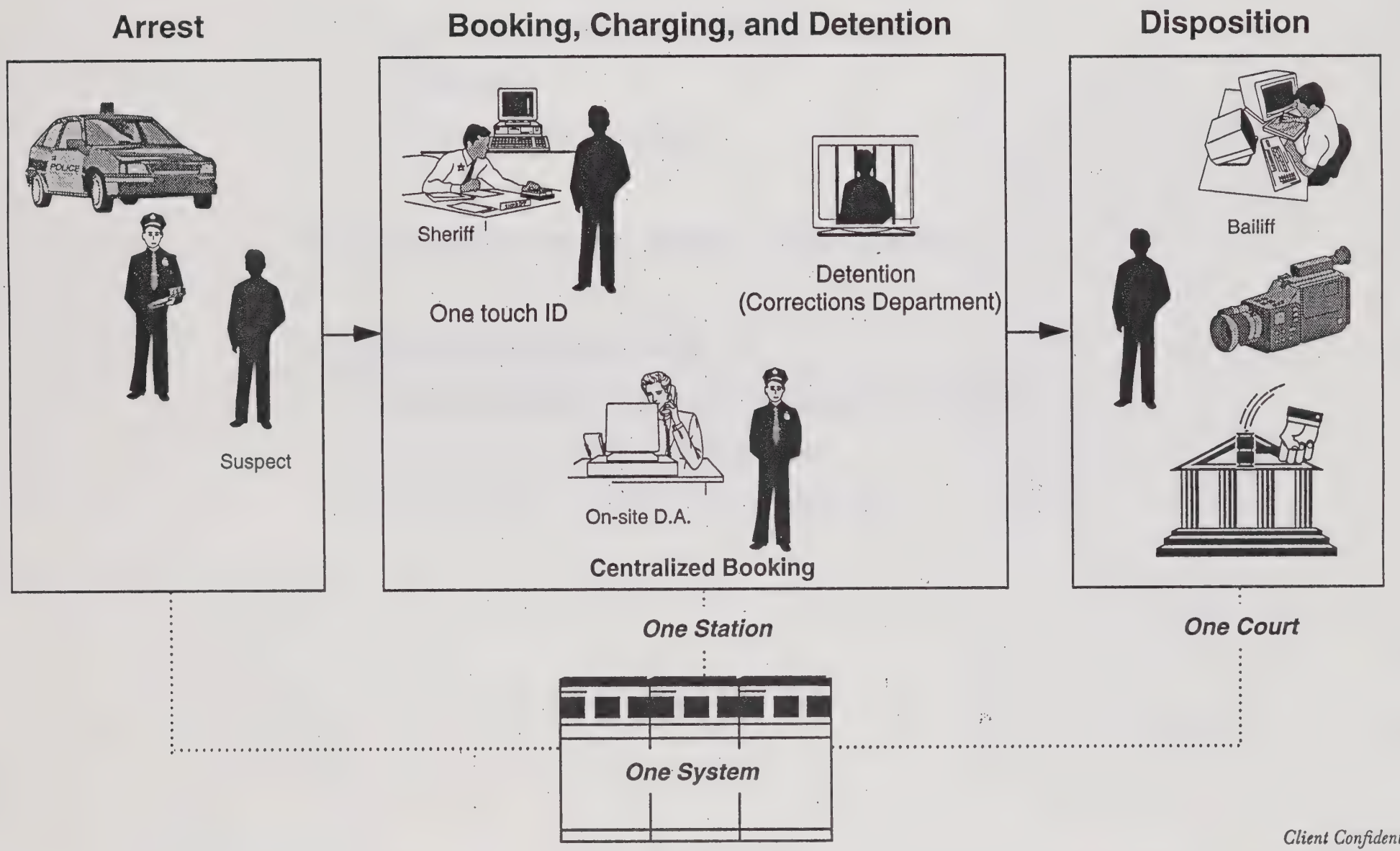
Current Process



Redesigned Process



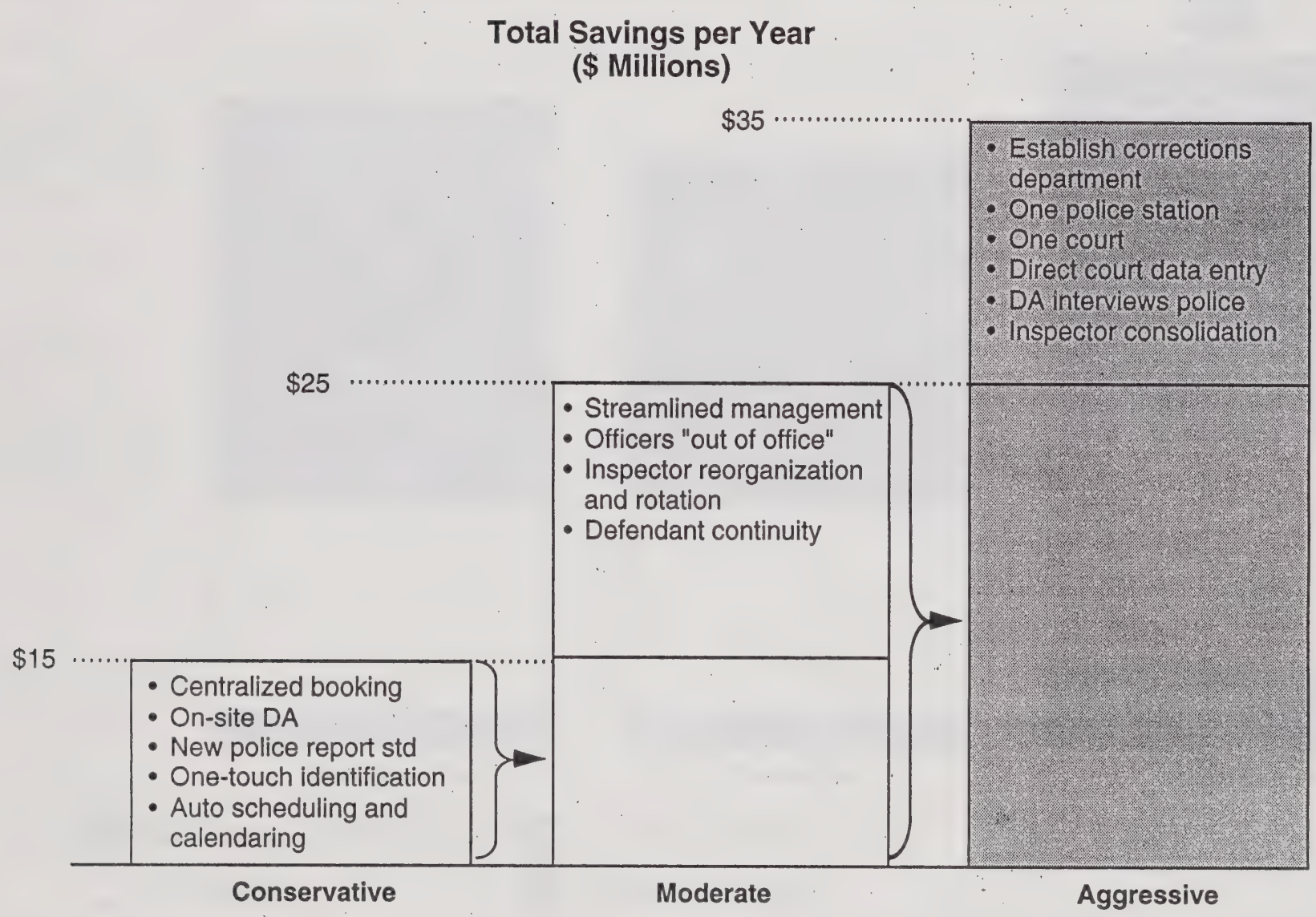
We Recommend a Complete Redesign of the San Francisco Criminal Justice System



The Potential Benefits of the New Process Are Significant

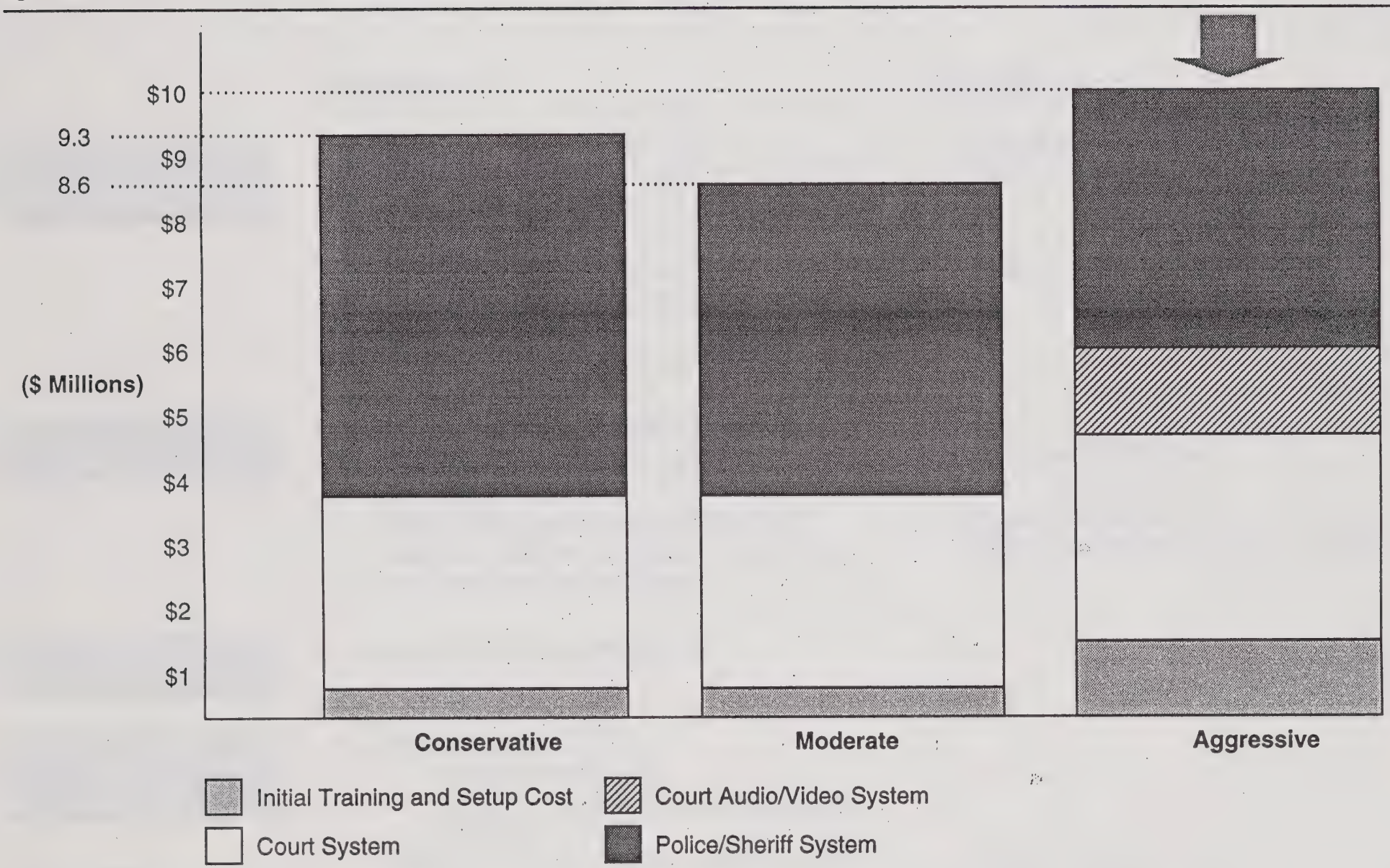
- Total potential annual savings: $35M
  - $25M staff
  - $10M non-personnel
- More police on the streets: 300 officers
- Public safety improved
  - Faster identification of dangerous criminal
  - Improved resource allocation
  - Increased capacity of the system

This Vision Can Be Implemented in Stages Depending on the City's Appetite for Change...



Note: Appendix D provides detail of savings
Appendix E provides bullet point discussion

... And Will Require a $10 Million Investment*...



* See Appendix C for details

Client Confidential

...As Well As Requiring Very Difficult Decisions To Be Made

	Decisions	Considerations
Organizational Changes	• New reporting structure • Reconfigure district stations (CPOP) • Allow lateral transferrals of outside professionals** • Rotate sergeants and inspectors • Consolidate investigation to fewer specialized details • Upgrade recruiting standards	• Potential police concerns • Public reaction • Charter amendment (?)
Policy	• Implement centralized booking • Patrol take on more (general) investigation • Performance-based promotion** • Require officer residency, or allow non-resident recruitment	• Incentive changes? • Consent decree (?) • State constitutional amendment
Funding	• Make $10M investment*	
Cross Functional Negotiation	• Negotiate with DA: – On-site resources – Police interview to substitute for police report • Lobby for audio/video court record	• Judges' cooperation • Court recorders' concerns

* See Appendix C
** Pending consent decree investigation

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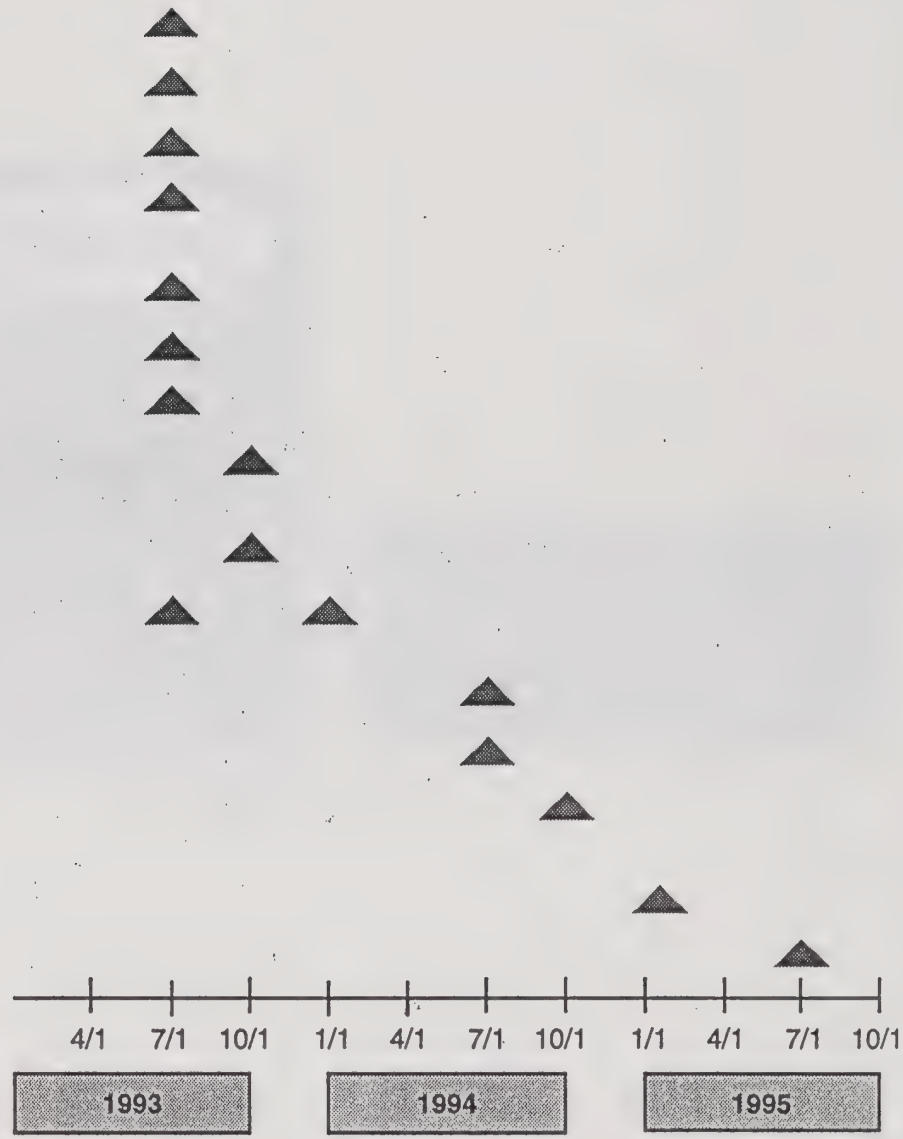
A New System Needs To Be Procured

- Central, shared system is key (SANJIS functionality)
- **Vendor packages** cover **80%** functionality*
- Cross-functional **process** and **technology** focus required
- Estimated cost: $8.5 Million** (excludes training)
- Estimated timeframe:
  - Police/Sheriff System 2 years
  - Courts/DA/Probation System 2 years

* See Appendix G for more details
** Systems cost only. See "Investment Overview" in Appendix C

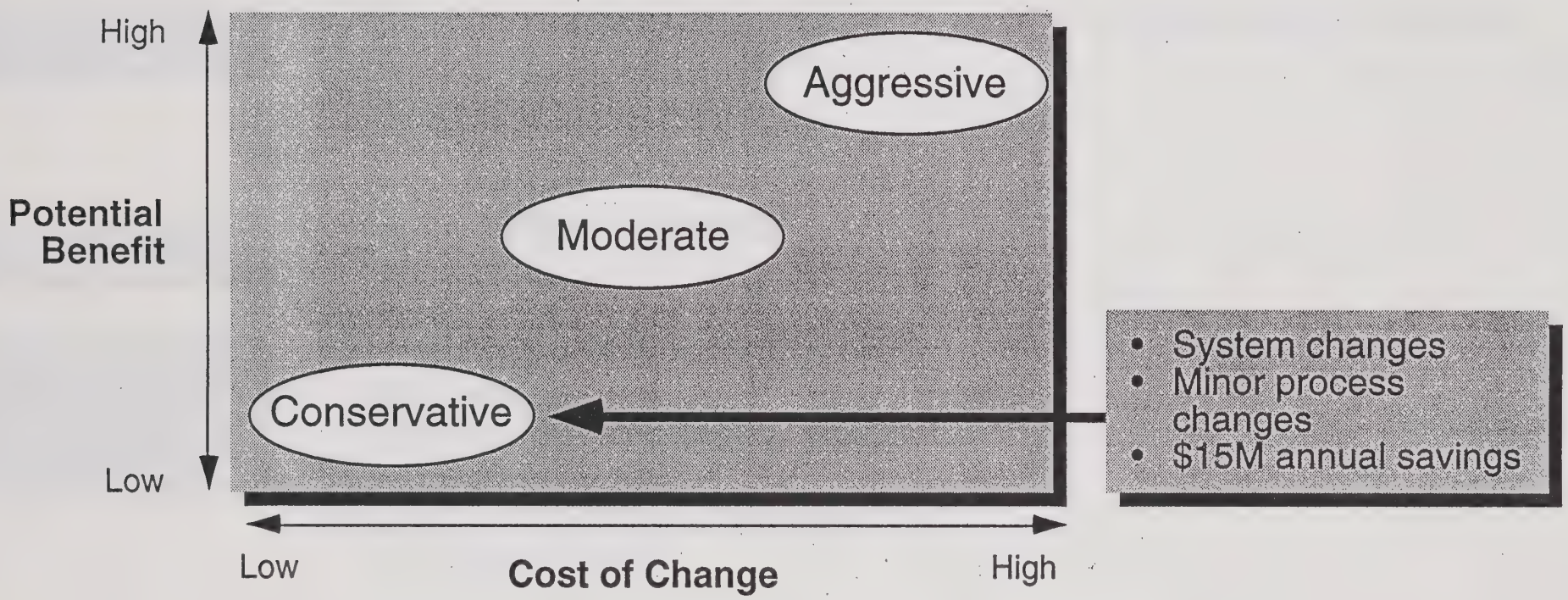
The Entire Solution Could Theoretically Be Implemented in Three Years...

- Centralized booking
- On-site DA
- New police report standard
- One-touch ID (commit funding)
- Auto scheduling and calendaring
- Defendant continuity
- Streamlined management
- Inspector reorganization and rotation
- DA interviews police
- Reconfigure district stations/One police station
- Inspector consolidation
- One court
- Officers "out of office" ("civilianize")
- Direct court data entry
- Establish Corrections Department



Note: See Appendix H for details

These Benefits Must Be Weighed Against the Costs of Change



At a Minimum, We Recommend Pursuing the Conservative Option

	Decisions	Considerations
Policy	• Establish centralized booking • Police report completed at booking	• Physical facility limitation
Funding	• Make $9M investment*	
Cross Functional Negotiation	• Negotiate with DA for on-site resources • Police Chief to develop police report standards • Lobby for Master Calendaring in Municipal Court	

* See Appendix C

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Appendices

April 15, 1993

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J) Other Supporting Documents

Appendix A

Process Flow Calculations

Process Flow Statistics Sources

Description		Source
• Arrests	79,000	• Interviews with Police Planning Dept. • *California Criminal Justice Profile*, San Francisco County, 1991
• Bookings	50,000	• Interview with Sheriff • San Francisco Municipal Court: Technical Assistance Report
• Cases that D.A. Files	23,000	• Interviews with D.A. • D.A. statistics • Derived, assume D.A. files 50% of misdemeanor cases
• Arraignments Followed Through	13,000	• *California Criminal Justice Profile*, San Francisco County, 1991 • D.A. interviews • Municipal court interviews • Derived calculations
• Pre-Trial	4,000	• Court interviews • San Francisco Municipal Court: Technical Assistance Report • Derived calculations
• Trial	2,000	• Court Interviews • San Francisco Municipal Court: Technical Assistance Report • *California Criminal Justice Profile*, San Francisco County, 1991 • Derived calculations

Appendix B

Current Situation

There Are Systemic Problems...

Management Systems

- No common objective
- No performance standard (judge)
- Improper resource allocation
- No information and no tools

Jobs, Skills Organization

- Civil service restrictions
- Narrow span of control
- Fiefdom mentality

Behaviors and Values

- Stonewalling and misdirection
- Finger pointing
- Not-invented-here (tools)
- Insular culture
- Low morale - high burnout

Technology

- Clearly inadequate and archaic

*Note: See Appendix B for details

...Inefficiency and Waste...

- Too few vehicles (e.g., inspectors)
- Police force fitness work-outs (on-duty and comp. time)
- Lack of pre-trial communication (e.g., undercut offers)
- "Lots of wasted motion" – 360 prisoner moves per day
- Superior Court evidence room is disorganized
- No resource-sharing across and within departments
- Excessive wage increase in civil service
- Excessive/Needless stationhouse renovation (e.g., files)

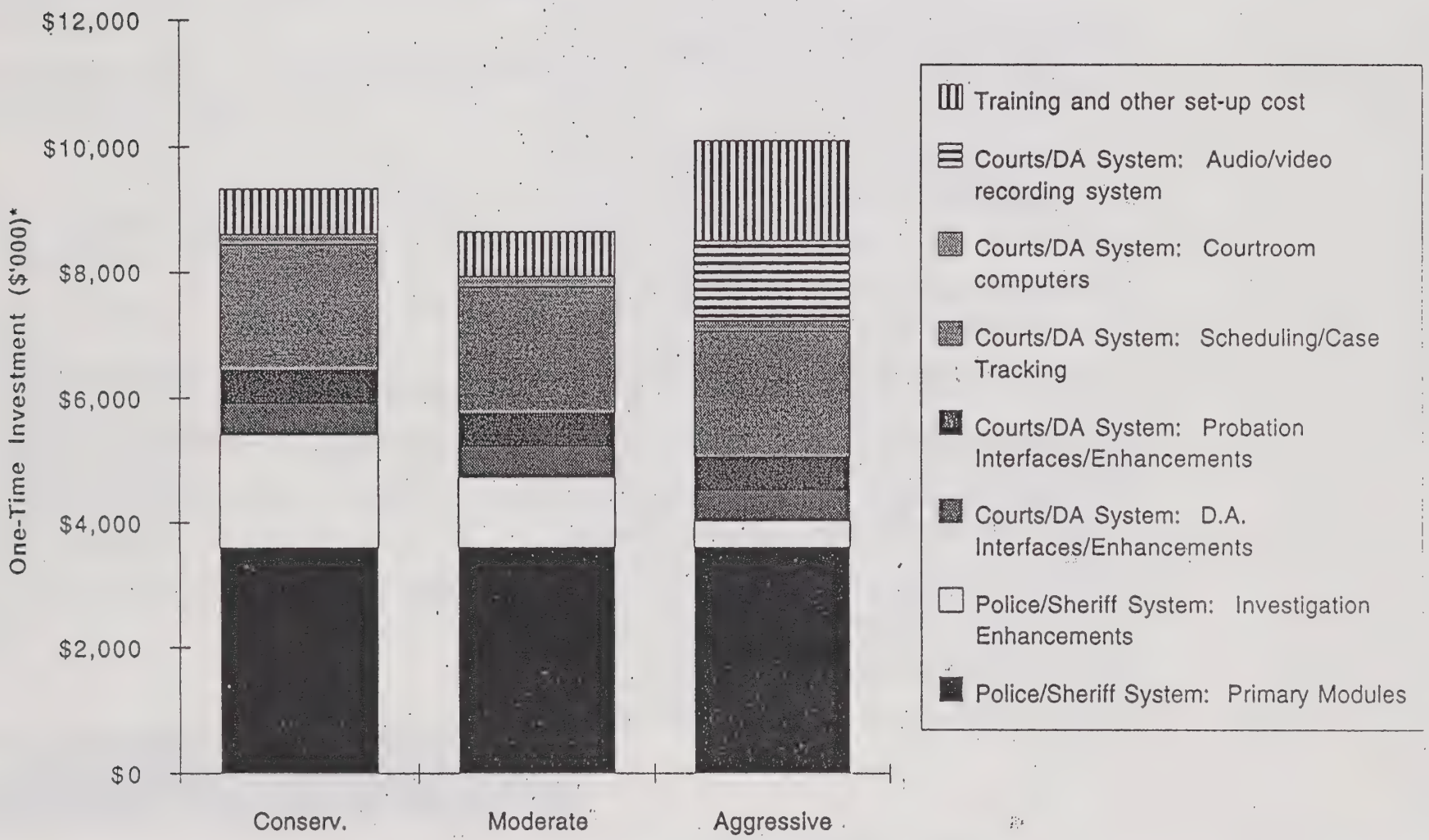
...And Potentially High Profile Safety Issues

- Weapons smuggled in Hall of Justice
- Potential threat from 4:00 am trustee
- Supervision in jails and transport buses
- Rumored misconduct – examples: drug use, stealing
- Richard Ramirez: 3rd year on 7th floor

Appendix C

Investment Calculations

Investment Overview



*The ongoing cost of maintenance, is estimated at 10% (or $1m per year) of the one-time investment.

*Investment: Detailed Calculations**

Key Features	Conserv.	Moderate	Aggressiv	Assumptions
Police/Sheriff System: Primary Modules	$3,600	$3,600	$3,600	Source: Sheriff's Master Plan; "Aggressive" alternative assumes centralized booking is mandated. Thus, no livescan/mugshot systems are placed at district stations.
Police/Sheriff System: Investigation Enhancements	$1,815	$1,125	$423	Assumes one computer ($3k) per inspector and two printers ($5k each), one mugshot systems ($50k each) per bureau. "Conservative" has 245 inspectors,18 bureaus. "Moderate" has 175 inspectors,10 bureaus. "Aggressive" has 61 inspectors, 4 bureaus.
Courts/DA System: D.A. Interfaces/Enhancements	$503	$503	$503	Assume one computer ($3k) for each of 76 district attorneys and 5 mugshot systems ($50k each) and 5 printers ($5k each)
Courts/DA System: Probation Interfaces/Enhancements	$527	$527	$527	Assume one computer ($3k) for each of 84 probation officers and 5 mugshot systems ($50k each) and 5 printers ($5k each)
Courts/DA System: Scheduling/Case Tracking	$2,000	$2,000	$2,000	Source: Interviews with Riverside County Clerk's office and ISD court systems vendor.
Courts/DA System: Courtroom computers	$168	$168	$168	Assume one computer ($3k) and printer ($5k) for each of the 21 courtrooms
Courts/DA System: Audio/video recording system			$1,260	Only applicable to "Aggressive" alternative. Assume one audio/video recording system ($65k) for each of the 21 courtrooms
Training and other set-up cost	$722	$722	$1,611	Source: Sheriff Master Plan; interviews with Riverside County Clerk's office, I/S court systems vendor. For "Aggressive" alternative, greater cost of setting up to track audio/video records and manage DA interviews of police records.
Total:	$9,335	$8,645	$10,092	

* Note: The ongoing maintenance cost is assumed to be ~10% of one-time initial investment, or ~$1m.
Also, all initial investment numbers in thousands per year.

Appendix D

Savings Calculations

Total Savings Overview:
Conservative Alternative

Recommendations	Number of FTEs freed up	Salary, pension, benefits per FTE ($000)	Total annual savings ($000)	Calculations of savings
Centralized Booking	27	$70	$1,878	Free up 27 booking sergeants
† On-site D.A.	2		$1,024	20% savings in jail space and free up 2 police liaisons for D.A.
New police report standard	8		$933	80% x (197k reports per year) x (10 min improved productivity) x ($27/hr)
*† One-touch identification (police/sheriff system)	132		$8,348	Free up id tech, photo tech, inspectors, and probation officers
*† Auto scheduling and calendaring (courts/DA system)	54		$2,187	Free up 25.5 court clerks and 28.5 DA clerks
TOTAL:	223		$14,370	

* Note: Require information system investment

† Note: Detailed calculations available

Total Savings Overview:
Moderate Alternative

	Recommendations	Number of FTEs freed up	Salary, pension, benefits per FTE ($000)	Total annual savings ($000)	Calculations of savings
	Centralized Booking	27	$70	$1,878	Free up 27 booking sergeants
†	On-site D.A.	2		$1,024	20% savings in jail space and free up 2 police lialsons for D.A.
	New police report standard	8		$933	80% x (197k reports per year) x (10 min improved productivity) x ($27/hr)
*†	One-touch identification (police/sheriff system)	132		$8,348	Free up id tech, photo tech, inspectors, and probation officers
*†	Auto scheduling and calendaring (courts/DA system)	54		$2,187	Free up 25.5 court clerks and 28.5 DA clerks
†	Streamlined management	88		$5,426	Free up 51 lieutenants and 37 sergeants
	Officers "out of office"			$4,162	80% x (300 administrative positions) x (Avg Officer Salary - Avg.Civilian Salary). Officers average $45k/yr. Civilians average $34k/yr.
†	Inspector reorganization and rotation	117		$7,642	Free up 2 captains and 70 inspectors
†	Defendant continuity	26		$1,694	Free up 8.5 probation officers and 17.5 inspectors
	TOTAL:	454		$33,295	

* Note: Require information technology investment

† Note: Detailed calculations available

Total Savings Overview:
Aggressive Alternative

	Recommendations	Number of FTEs freed up	Salary, pension, benefits per FTE ($000)	Total annual savings ($000)	Calculations of savings
	Centralized Booking	27	$70	$1,878	Free up 27 booking sergeants
†	On-site D.A.	2		$1,024	20% savings in jail space and free up 2 police liaisons for D.A.
	New police report standard	8		$933	80% x (197k reports per year) x (10 min improved productivity) x ($27/hr)
*†	One-touch identification (police/sheriff system)	132		$8,348	Free up id tech, photo tech, inspectors, and probation officers
*†	Auto scheduling and calendaring (courts/DA system)	54		$2,187	Free up 25.5 court clerks and 28.5 DA clerks
†	Streamlined management	88		$5,426	Free up 51 lieutenants and 37 sergeants
	Officers "out of office" (civilians)			$4,162	80% x (300 administrative positions) x (Avg Officer Salary - Avg Civilian Salary). Officers
†	Inspector reorganization and rotation	117		$7,642	Free up 2 captains and 70 inspectors
†	Defendant continuity	26		$1,694	Free up 8.5 probation officers and 17.5 inspectors
	Establish Corrections Department				Benefit data difficult to obtain.
†	One police station/Reconfiguration	84		$7,047	Free up 11 captains, 36 lieutenants, 73 sergeants, 27 officers, and 46 civilians. Also $2.3 million/year in building fund savings.
	One court				Benefit data difficult to obtain.
*†	Direct court data entry	52		$3,182	Free up 31 court clerks and 21 court
†	D.A. interviews police	26		$2,658	30% x (Avg of 33 felonies discharged per day) x ($367 cost per day) will not need to be jailed.
	Inspector consolidation	96	$70	$6,668	Free up 80% of 309 inspectors. Only 96 to be calculated; savings from the other 150 already accounted for.
	TOTAL:	712		$52,850	

* Note: Require information technology investment

† Note: Detailed calculations available

Total Savings Details:
On-site D.A.

Recommendations	Number of FTEs freed up	Salary, pension, benefits per FTE ($000)	Total annual savings ($000)	Calculations of savings
• Reduction in jail overcrowding			$885	20% x (Avg of 33 felonies discharged per day) x ($367 cost per day) will not need to be jailed
• Reduce need for police liaison person	2	$70	$139	Free up 2 police liaisons at DA office
TOTAL	2		$1,024	

Total Savings Details:
One-touch identification (police/sheriff system)

Recommendations	Number of FTEs freed up	Salary, pension, benefits per FTE ($000)	Total annual savings ($000)	Calculations of savings
• Police: id tech and photo tech manual processing	28		$1,662	Free up id tech and photo tech (Source: Sheriff Master Plan)
• Inspectors: info access and report generation	62	$70	$4,298	Free up 20% of 309 inspectors' time
• Sheriff: manual preparation for transportation	21	$59	$1,199	Improve productivity by 50% of 41 sheriffs across three county jails
• Probation officer: suspect tracking and info access	22	$55	$1,189	Free up 25% of 86 probation officers' time
TOTAL:	132		$8,348	

Total Savings Details:
Auto scheduling and calendaring
(Courts/DA system)

Recommendations	Number of FTEs freed up	Salary, pension, benefits per FTE ($000)	Total annual savings ($000)	Calculations of savings
• Courts: manual scheduling processing	11	$45	$505	Free up 80% of 14 clerks' time
• Courts: case tracking, data entry, record-keeping	14	$38	$544	Free up 40% of 36 clerks' time
• DA: automation of complaint filing	17	$52	$877	Free up 17 clerks' time
• DA: case tracking, data entry, and record-keeping	11	$23	$260	Free up 7 clerks from record room & free up 20% of 22 clerks' time
TOTAL:	54		$2,187	

Total Savings Details:
Streamlined management

Recommendations	Number of FTEs freed up	Salary, pension, benefits per FTE ($000)	Total annual savings ($000)	Calculations of savings
• Have sergeants directly reporting to captains	36	$79	$1,662	Free up 36 lieutenant's positions at 9 stations
• Reassign "out" sergeant and "back-up" sergeant	37	$70	$2,573	Free up 37 sergeant's positions at 9 stations
• Make senior inspector report to the captain	15	$79	$1,191	Free up 15 lieutenant's positions at 18 bureau
TOTAL:	88		$5,426	

Total Savings Details:
Inspector reorganization and rotation

Recommendations	Number of FTEs freed up	Salary, pension, benefits per FTE ($000)	Total annual savings ($000)	Calculations of savings
• Move special investig. & juvenile into gen. investig.	2	$79	$159	Free up 2 captains' positions
" "	70	$70	$4,869	Free up 70 inspector positions
• Rotate inspector to patrol and sergeants to investig.	45	$59	$2,615	Improve productivity of 894 patrol officers by 5%
TOTAL:	117		$7,642	

Total Savings Details:
Defendant continuity

Recommendations	Number of FTEs freed up	Salary, pension, benefits per FTE ($000)	Total annual savings ($000)	Calculations of savings
• Probation officer tracks same defendant	9	$55	$476	Free up 10% of 86 probation officers' time*
• Inspector tracks same defendant	18	$70	1219	Free up 10% of 177 inspectors' time*. The savings from other 132 inspectors already accounted for.
TOTAL:	26		$1,694	

*Estimates from interviews with probation officers and inspectors

Total Savings Details:
One police station/Reconfiguration

Recommendations	Number of FTEs freed up	Salary, pension, benefits per FTE ($000)	Total annual savings ($000)	Calculations of savings
• Removal of 9 police stations	11	$93	$1,027	Free up 11 captains
" "				Free up 36 lieutenants, but did not calculate. Note this is already accounted for in the streamlined management recommendation.
" "	9	$70	$626	Free up 50% of 146 sergeants, but only calculate 9. Note that 64 of them are already accounted for in centralized booking and streamlined management recommendations.
" "	37	$41	$1,515	Free up 80% of 46 civilians.
• Avoid the need for wagon officer	27	$59	$1,580	Free up 27 wagon officers.
• Redirect revenue to higher priority project			$2,300	$28m bond was issued in 1987. Total cost of bond is $42m, of which 33% of it is already spent. The Net Present Value at 8% discount rate for the remaining funds available is $19m. Annual savings in perpetuity equals $2.3m.
TOTAL:	84		$7,047	

Total Savings Details:
Direct court data entry

Recommendations	Number of FTEs freed up	Salary, pension, benefits per FTE ($000)	Total annual savings ($000)	Calculations of savings
• Avoid manual entries of court events	31	$57	$1,771	Free up 31 court clerks
• Replace transcription of court minutes w/ audio/video	21	$67	$1,411	Free up 21 court recorders
TOTAL:	52		$3,182	

Total Savings Details:
D.A. interviews police

Recommendations	Number of FTEs freed up	Salary, pension, benefits per FTE ($000)	Total annual savings ($000)	Calculations of savings
• Reduce jail overcrowding			$1,328	30% x (Avg of 33 felonies discharged per day) x ($367 cost per day) will not need to be jailed.
• Minimize manual handling and filing	15	$59	$878	Free up 15 officers
" "	11	$41	$453	Free up 11 civilians
TOTAL:	26		$2,658	

Salary and Overhead Assumptions

Overhead Factor Applied*	
• Police Department	30%
• Sheriff	20%
• District Attorney	20%
• Municipal Court	20%
• Superior Court	20%
• Probation Officer	20%

Police Department Salaries Calculations	Overhead Factor (calc. actual)	Avg. Base Salaries ($'000)	Multiple Factor	Total Benefits ($'000)
• Captain	29%	$72	1.3	$93
• Lieutenant	29%	$61	1.3	$79
• Sergeant	30%	$54	1.3	$70
• Inspectors	30%	$54	1.3	$70
• Officers	31%	$45	1.3	$59
• Civilians	21%	$34	1.2	$41
Courts Salaries and Overhead				
• Judicial clerks (senior)	20%	$38	1.2	$45
• Judicial clerks (junior)	21%	$32	1.2	$38
• Court clerk	19%	$48	1.2	$57
• Court reporter	18%	$56	1.2	$67
District Attorney Salaries and Overhead				
• DA clerk	20%	$38	1.2	$46
• DA data entry	21%	$33	1.2	
• DA secreatry (handling complaints)	19%	$43	1.2	$52
Adult Probation Salaries and Overhead				
• Probation officer	19%	$46	1.2	$55
• Probation clerk (including transcribers)	21%	$33	1.2	$40

*Assumes the various overhead factors to include benefits and pension.

Other Cost Assumptions		Source
• County jail cost per inmate per day	$67	Sheriff
• Court room cost per day (1991-1992)	$2,900	Superior Court Accounting
• Overcrowding fine per prisoner per day	$300	Sheriff
• Police officer hourly rate (Q2)	$27	Police Accounting
• Number of police report per day	540	Police Planning Dept

Sources

Police Budget (1992-1993)
Police Salary Schedule (1992-1993)
Sheriff Budget (1992-1993)
District Attorney Budget (1992-1993)
Superior Court Budget (1992-1993)
Superior Court Salary Schedule (1992-1993)
Interviews with Municipal and Superior Court Clerks
Probation Budget (1992-1993)

Appendix E

Alternatives

Centralized Booking

E-2

What

- One central booking location
- All arrests taken directly to county jail

Why

- New sheriff building already funded
- Existing capability and staff
- Eliminate redundancy (station and 6th floor)
- Redeploy more officers to the streets
- Potential annual savings of $1.9 million

Next Steps

- Establish centralized booking
- Eliminate booking sergeant position
- Reassign booking sergeant
- Defund 27 station sergeant positions
- Ask police chief to find location for writing police reports in Hall of Justice

Considerations

- District stations lose power
- Union resistance
- Sheriff's physical facility limitations

On-Site DA

E-3

What

- Locate DA at booking site
- Make DA accessible 24-hrs a day

Why

- Potential annual savings of $443K to $4.4 millions*
- Speedier DA filing of charges, especially for misdemeanors
- Reduce jail overcrowding
- Eliminate data entry, manual sorting, multiple hand-offs

Next Steps

- Negotiate with District Attorney to deploy 6 DAs at booking site
- Fund 6 on-site DA positions
- Require completed police report at booking
- Police do preliminary report

Considerations

- Investigation Bureau may resist

* Depends on what percentage (10% to 100%) is assumed for the number of jail spaces saved because the decision to discharge could be made upfront
$67 for jail cost per person per day, $300 for federal fine per person per day

New Police Report Standard

E-4

What

- Guidelines for police report excellence

Why

- More complete, with follow-through
- Less time spent writing reports
- Potential annual savings of $933K

Next Steps

- Get police chief to:
  - Develop standards and standard format based on Best Practice
  - Create training program
  - Develop incentives
- Preliminary investigation

Considerations

- Requires enforcement mechanism
- Requires catch-all

One-Touch Identification

What

- Access ID info from fingerprint scan
- Main technology components:
  - Livescan and mugshot
  - Defendant tracking (housing)
  - Booking and identification

Why

- Expedite booking
- Better quality data at source
- Potential annual savings of $8.3 million

Next Steps

- Commit $10M for a new system*
- Make funding subject to competitive evaluation

Considerations

- ID Bureau resistance
- Current Bay Area AFIS coordination

* See Appendix C for more details

Auto Scheduling and Calendaring

What

- Uniform, streamlined court process
- Main technology components:
  - Auto scheduling
  - Case tracking
  - Auto record generation, e.g. complaints, commitments

Why

- Potential annual of savings of $2.4 million
- Reduce manual entries and redundancies (e.g., midnight shift calendaring)
- More efficient allocation of cases to judges
- Avoid court time wasted on scheduling

Next Steps

- Commit $10M for a new system*
- Subject funding to evaluation by vendors with existing packages
- Subject funding to courts merger
- Lobby with Presiding Judge to go with Master Calender

Considerations

- Project management?
- Courts have other sources of funds
- Judges want control of their schedule

* See Appendix C for more details

Streamlined Management

What

- Empower lower ranks to make decisions
- Greater responsibility to inspector and station sergeant

Why

- Eliminate obsolete approval and controls
- Speedier communication
- More officers on patrol
- Span of control too small (7.4 vs 5.5) (brass-heavy)
- Boost lower rank morale
- Potential annual savings of $5.4 million

Next Steps

- Create new reporting structure:
  - Sergeants reports to captains
  - Senior inspectors report to captain
- Defund 36 lieutenants and 37 sergeants at district stations
- Defund 15 lieutenants in 18 bureaus

Considerations

- Police Brass has most to lose
- Union resistance
- Potential loss of support base

Officers "Out of Office" (Civilians)

What

- Shift police officers away from desk jobs
- Solicit professional management help

Why

- Police do "police" work
- Lack of broad management expertise
- 13 sworn officers in Record Room
- Potential annual savings of $4.2 million

Next Steps

- Substitute 300 civilians for current sworn positions (support or administrative)
- Use redeployed FTEs from other organizations to fill these positions
- Consider staffing key support functions with professional managers

Considerations

- Civil service resistance
- "In-house expertise" mentality
- "Police officer must oversee civilians"
- Light duty roles?
- Training required
- Civilian expertise undervalued

Inspector Reorganization and Rotation

E-9

What

- Change current structure of Investigation Bureau
- Promote cross-training between patrol and investigation

Why

- 50-80% of investigation activity already done by officers
- Officers take on more investigative role
- Improve police report quality
- Potential annual savings of $7.6 million

Next Steps

- Place Special Investigation and Juvenile into other bureaus
- Mandate 50% inspector position to be filled by sergeant on rotation
- Rotate inspectors to facilitate officer training
- Defund:
  - 2 captains
  - 70 inspectors

Considerations

- Resistance from Investigation Bureau
- Negative PR about inadequate service
- DA need inspectors to sort out "likely to win" cases
- Charter amendment(?)
- Police union resistance

Defendant Continuity

E-10

What

- Same inspector (when known suspect) probation officer handle repeat offender
- Judges specialized in domestic violence
- Probation officer handles repeat offender

Why

- Reduces learning curve
- Expedite cases
- Establish greater discipline
- Reduce "recycling" of defendants
- Potential annual savings of $1.7 million

Next Steps

- Get police chief and probation director agreement on case assignment
- Defund:
  - 8.5 probation officers
  - 17.5 inspectors

Considerations

- Multi-case defendants?
- Multi-defendant cases?
- Resistance to being "pigeonholed"
- No one wants the "dirt job"; allocation?

Establish Corrections Department

E-11

What

- Create Corrections Department

Why

- Alignment of objectives
- Optimize resource allocation
- Greater teamwork
- Eliminate redundancy and overhead
- Eliminate inconsistent standards (e.g., cite release standards)

Next Steps

- Decision on new command structure
- Explore cost and benefits in detail
- Develop governance mechanisms
- Redeploy sheriffs to the streets
- Staff corrections facilities

Considerations

- Significant organization structure changes
- Voter approval?
- Charter amendments (?)

One Police Station/Reconfiguration

E-12

What	Why	Next Steps	Considerations
• One centrally located police station or	• Economies of scale • Potential annual savings of $7.0 million	• Possibly locate at Youth Guidance Center • Possibly relocate Youth Guidance Center • Stop allocating real estate funds ($2.3m/year) • Sell real estate (?)	• District station resistance • Negative PR about inadequate service • Community approval? – Already spend same or greater time off street with current process
• Reconfigure police stations	• Potential annual savings of $4.7 million	• Use stations for community programs • Reexamine staffing at district station	
• Applies to either alternative	• Processing efficiencies • Fewer arrest processing steps • Encourage patrolling, not station activities	• Develop PR campaign • Redeploy: – 11 captains – 36 lieutenants – 73 sergeants – 27 officers – 37 civilians	

One Court

E-13

What

- Merge Municipal and Superior Courts
- Merge court activities

Why

- Alignment of objectives
- Greater teamwork
- Eliminate redundant records and processes
- Eliminate inconsistent standards
- No management discipline

Next Steps

- Lobby to consolidate clerical activities for the two courts
- Require master calendar in Municipal Court
- Persuade MC/SC overseer to commit to merger date
- Give MC sentencing capability

Considerations

- "My court is my fortress" culture
- No way to force compliance
- State mandate two years ago
- Salary difference

Direct Court Data Entry

E-14

What	Why	Next Steps	Considerations
• Directly enter court events into computer (bailiff?) • Substitute paper transcript with audio/video records	• Streamlined process • Real-time updates • Potential annual savings of $3.2 million	• Use $1.2m of $10m investment to buy audio/video equipment • Defund: – 31 court clerks – 21 court recorders	• Individual judges may veto • Court reporters' concerns • Some California counties already doing this • Paper transcript
• Court ordered progress reports written by probation only on violators	• Same judges' time • Save probation officers' time	• Convince judges to allow exception reporting only (i.e., monitor all written reports only on violators)	• Perceived laxity of enforcement

D.A. Interview Police

What

- Police interview to substitute for current police reports
- DA interview the police officer after arrest (see central booking)

Why

- Speedier DA filing of charges, esp. for misdemeanors
- Reduce jail overcrowding
- Eliminate data entry and manual sorting
- Potential annual savings of $2.7 million
- Improve quality of reports (details fresh)

Next Steps

- Ask District Attorney to agree that DA interview will suffice
- Audio interview as substitute for written report?

Considerations

- DA will resist redeployment
- Police officer time availability
- Police concern about control

Inspector Consolidation

E-16

What

- Maintain only a core investigation staff
- Officers perform preliminary investigation

Why

- Bureaus not efficiently utilized
- Low value-added in most departments
- Patrol takes on more investigative role
- Potential annual savings of $6.7 million

Next Steps

- Get Chief to identify highly specialized bureaus
- Defund 96 inspector positions
- Consider expanding scope of patrol officers' investigation

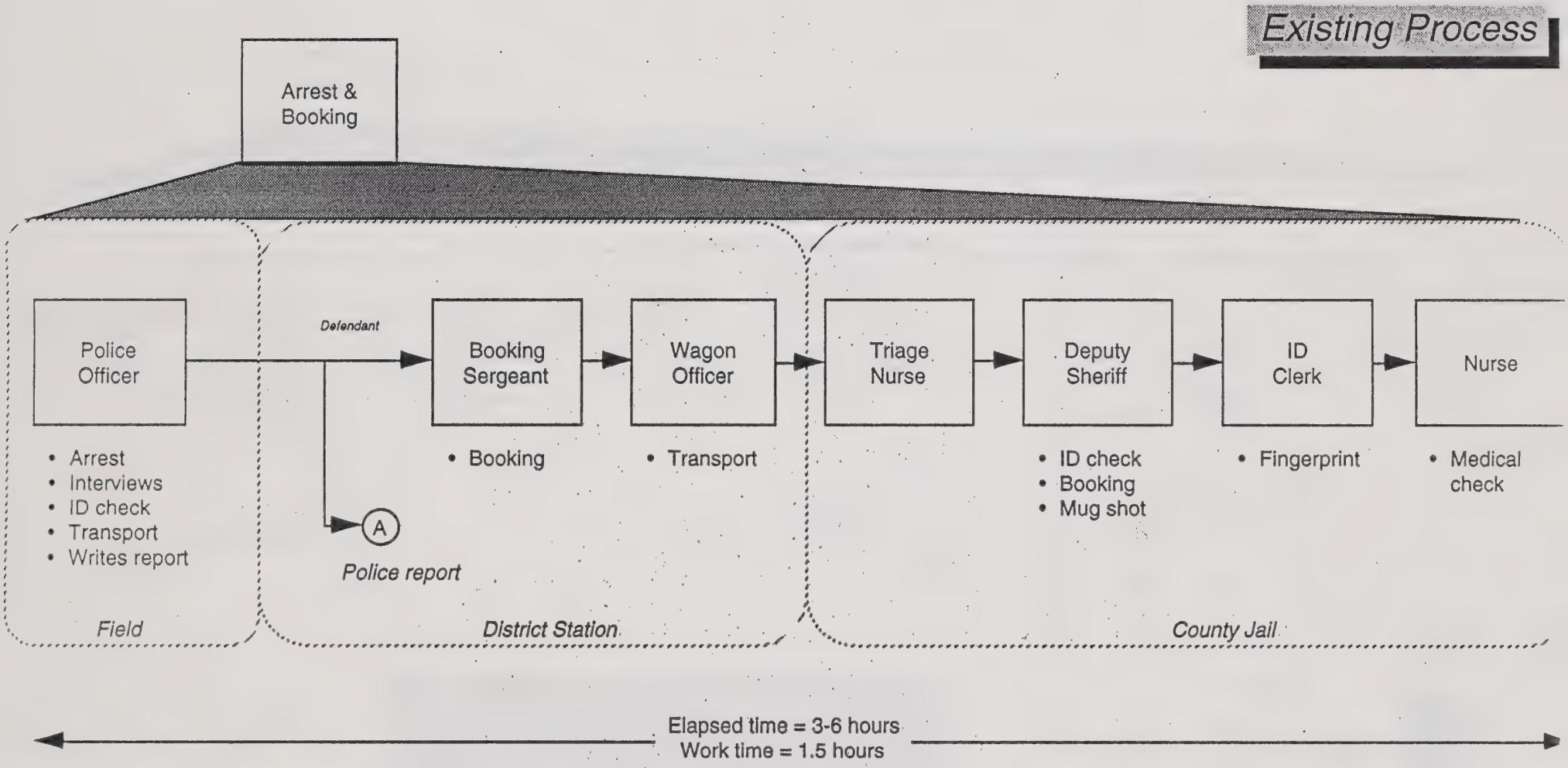
Considerations

- Police union
- Police officer education levels?
- Charter amendment
- Inadequate incentive?

Appendix F

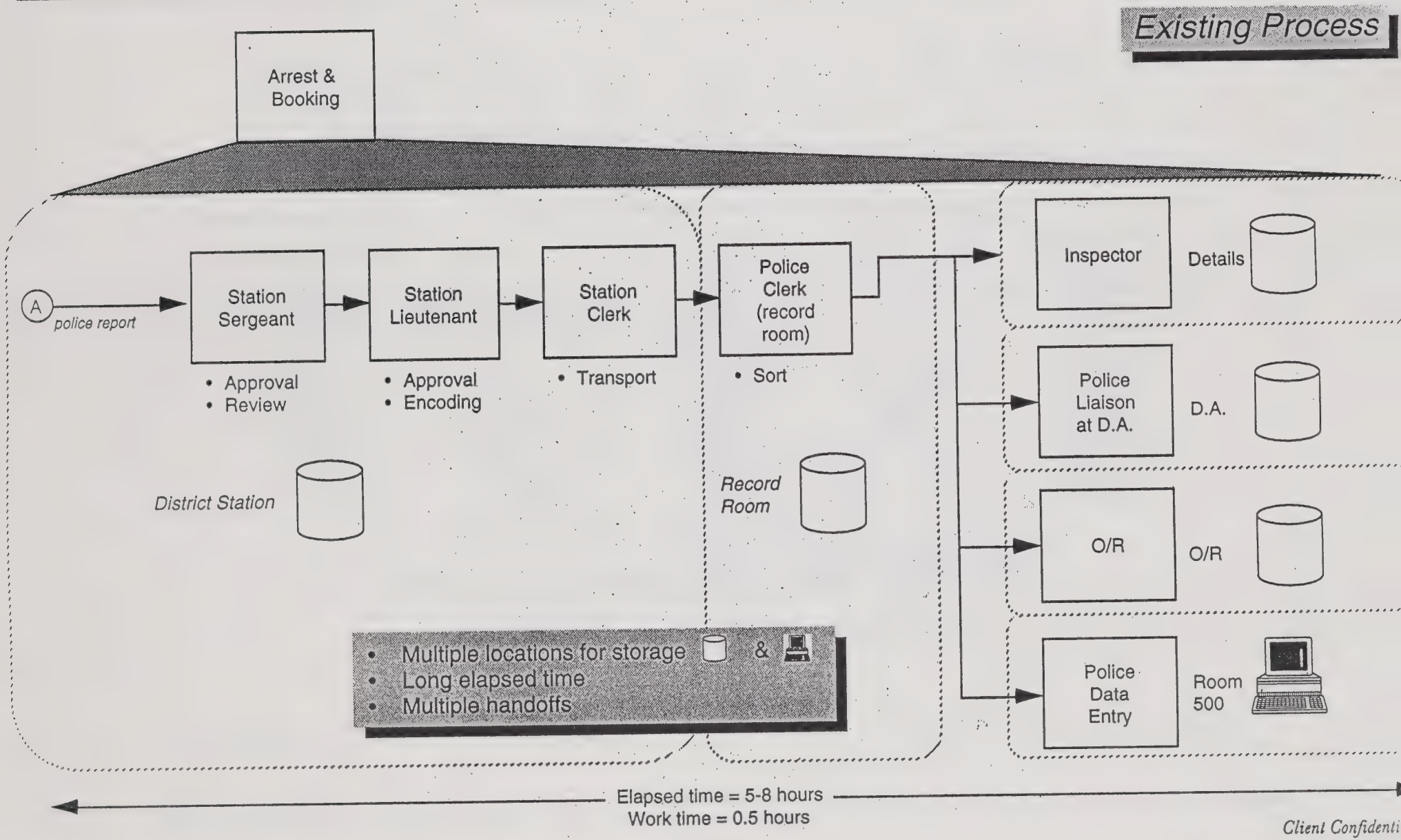
Current Processes

Arrest and Booking Process
Overview



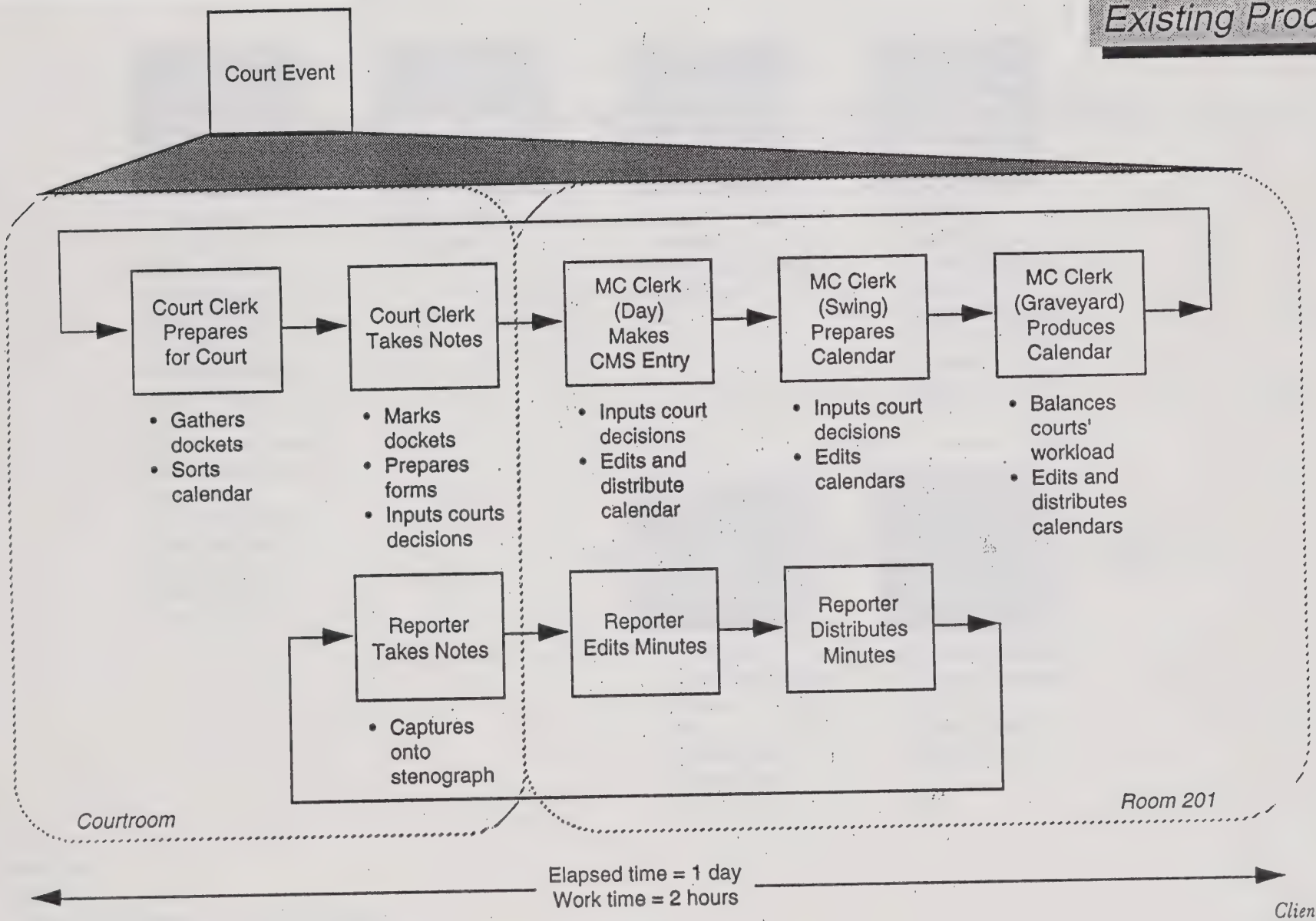
Arrest and Booking Process
Overview (Cont.)

F-3

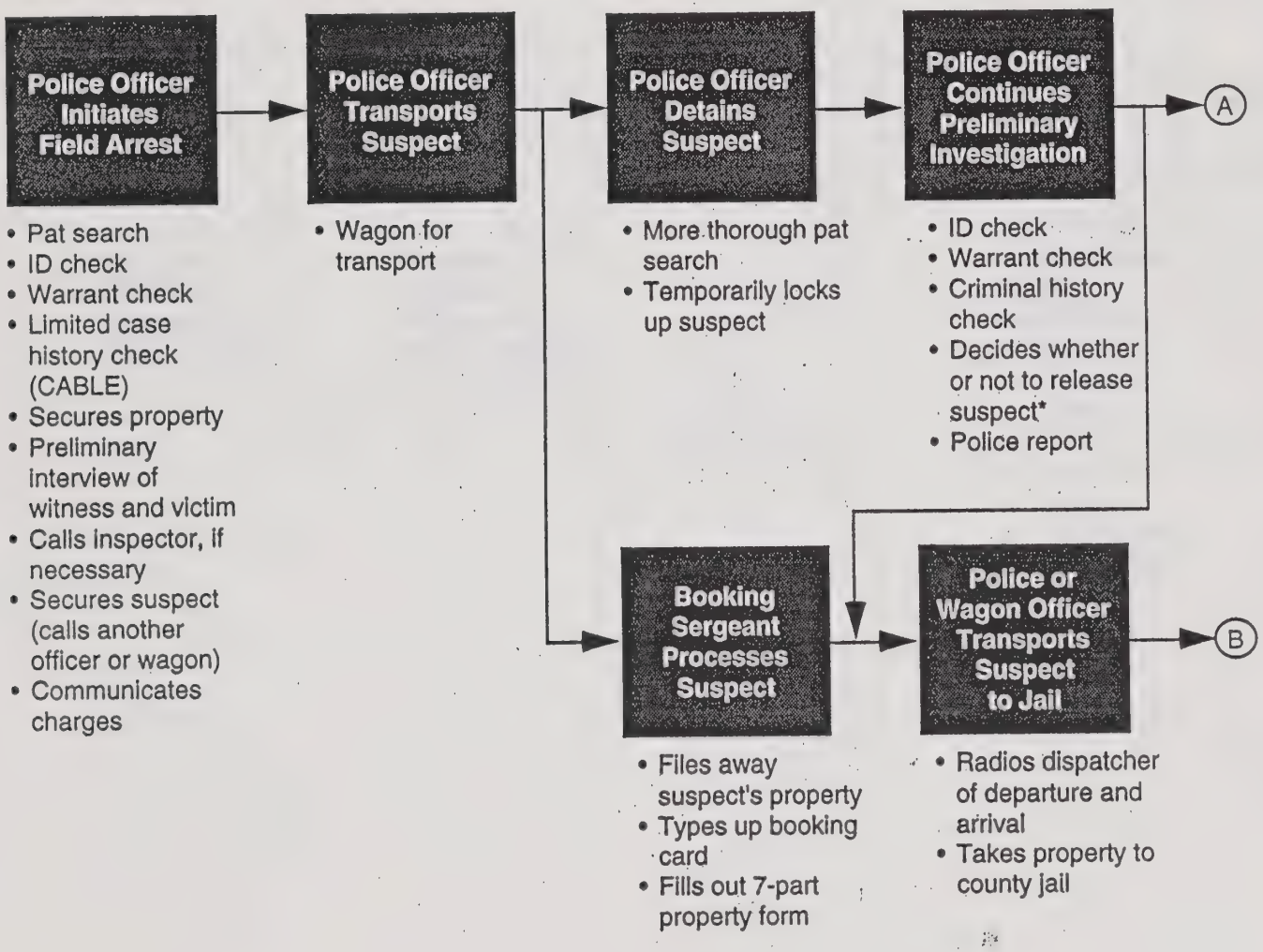


Court Events
Overview

Existing Process



Arrest and Booking Process
Details: Police Station



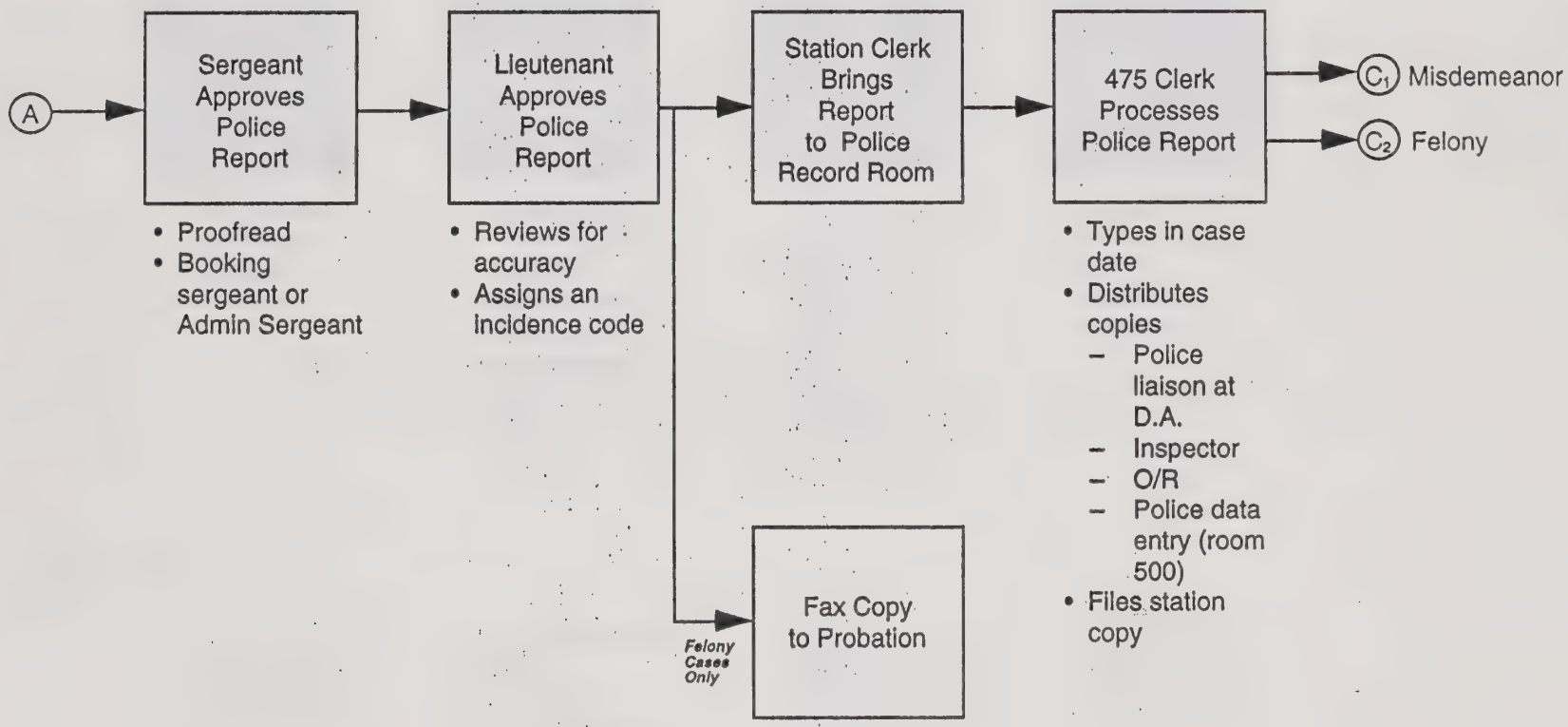
☐ Paper Flow Only
■ Body and Paper Flow

* Police officer can make releases based on insufficient grounds

Arrest and Booking Process

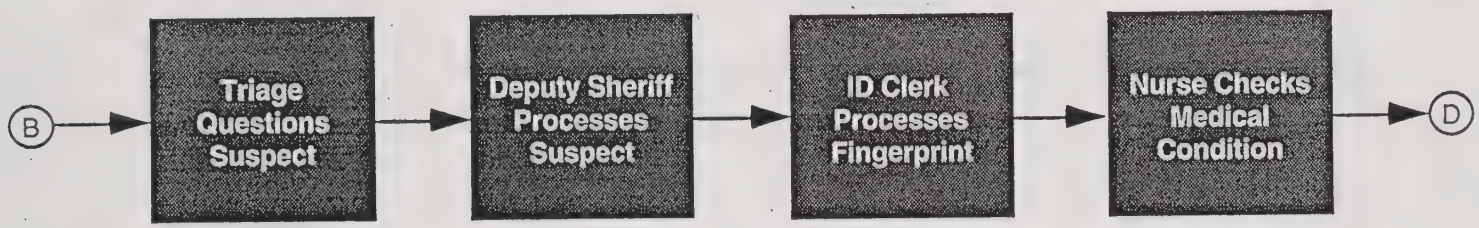
Details: Police Report

F-6



Paper Flow Only
Body and Paper Flow

Arrest and Booking Process
Details: Sheriff (6th Floor)



Triage Questions Suspect
- Asks questions about medical condition

Deputy Sheriff Processes Suspect
- Enters booking and information onto CMS
- Stores property in closet or safe
- Takes picture
- Checks bail amount

ID Clerk Processes Fingerprint
- Takes fingerprint (if necessary)
- Sends new fingerprints to AFIS
- Matches with existing fingerprints

Nurse Checks Medical Condition
- Discusses issues on triage form
- Interviews suspect

Document(s) Generated:

- Intoxicated inmate evaluation and treatment record/ neuro check record
- Triage county jail medical services form

- Prisoners' transfer record
- "information for arrested persons" form
- "Probable cause" form

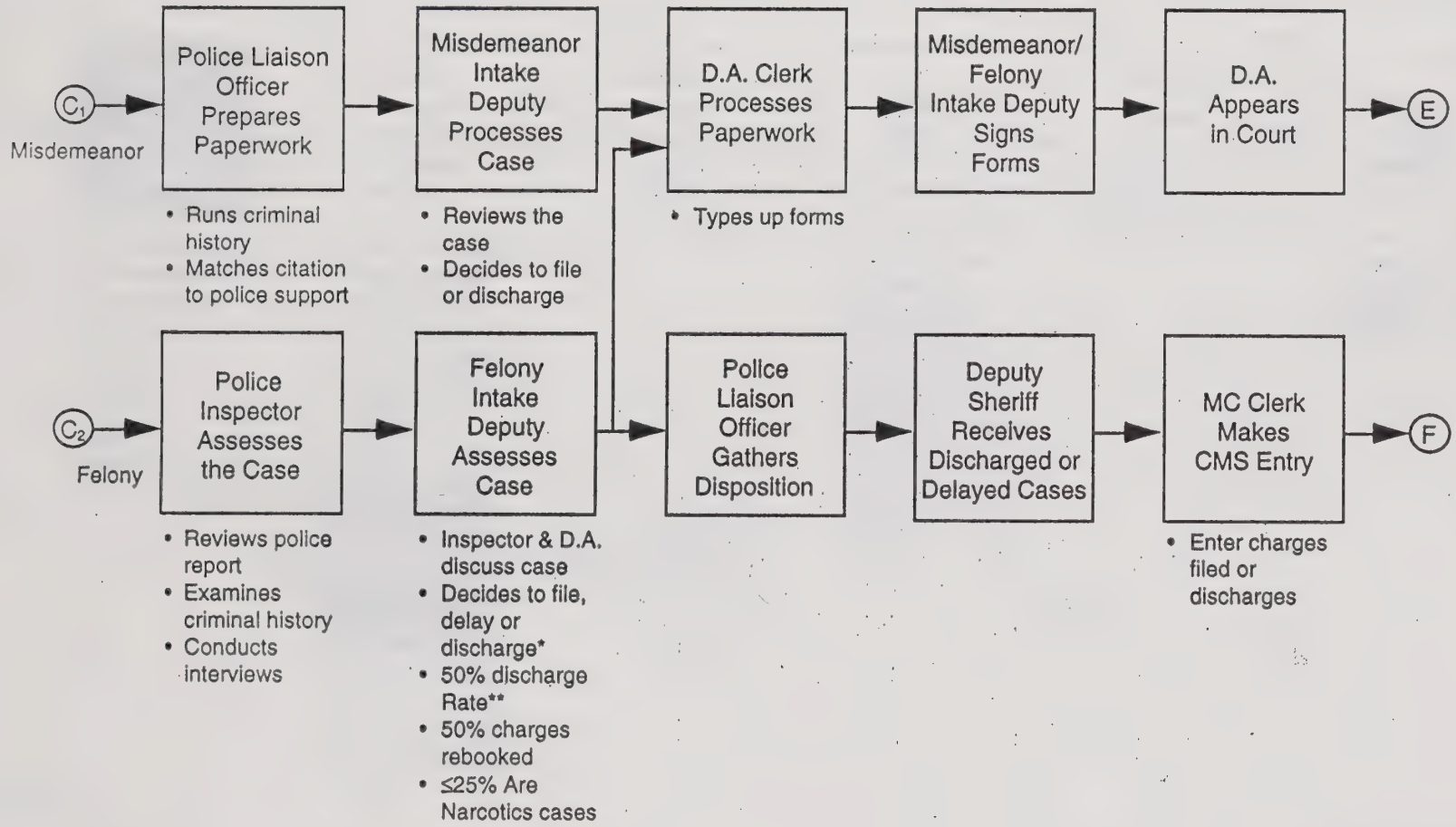
- Request for Manual CII and/or FBI file copy from ID Bureau
- Bureau of Identification form
- SF Police fingerprint card
- FBI fingerprint card
- CII fingerprint card
- Record jacket
- Palm print

- Jail medical service intake screening form

☐ Paper Flow Only
■ Body and Paper Flow

Filing/Dismissing Charges Process
Details

F-8



Document(s) Generated

- RAP sheets
- Victim testimonials
- CAT printouts
- Witness statements
- Inspector report

- Pleading instruction
- Disposition form
- Complaint
- Motions to revoke
- Stay away orders

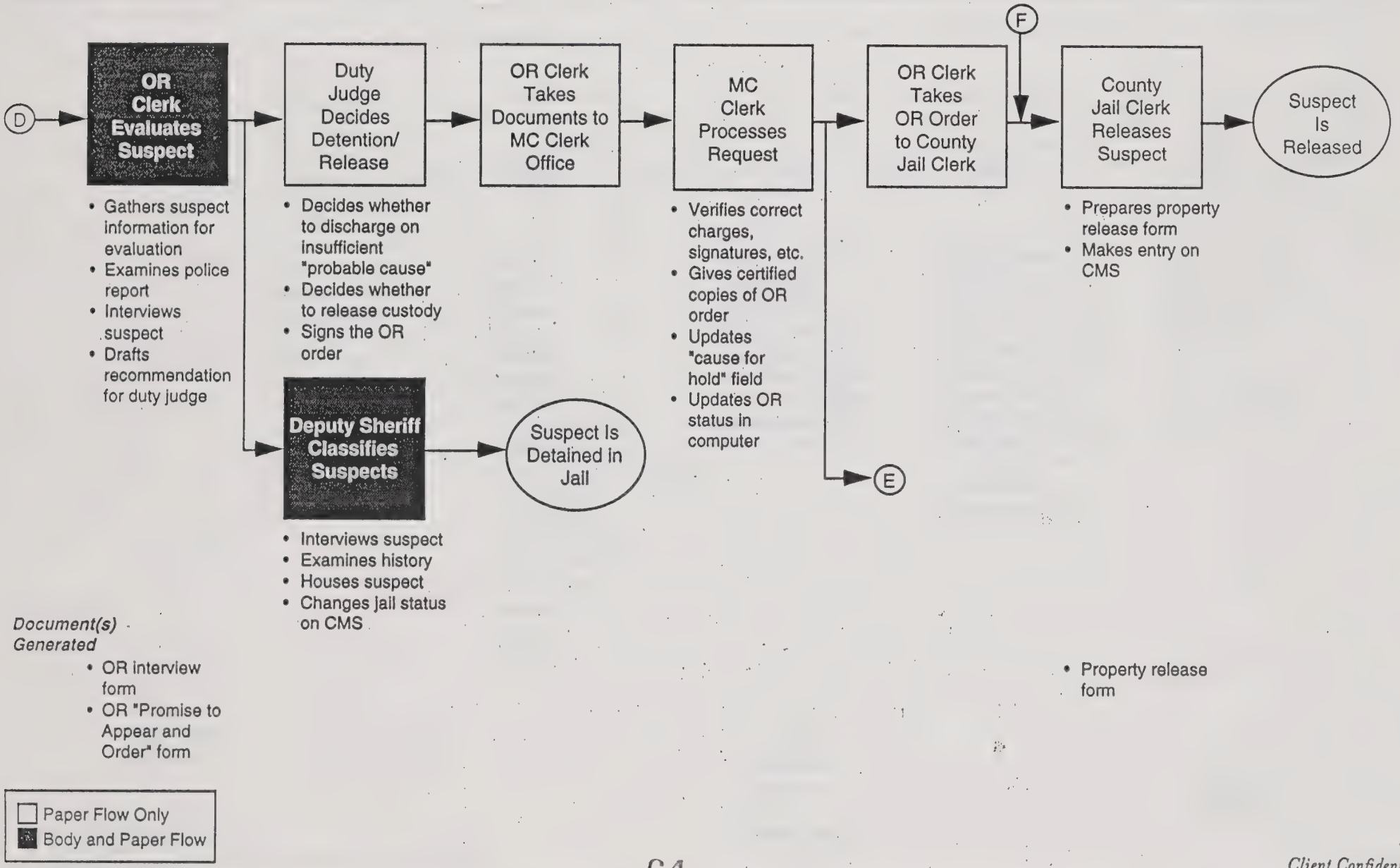
☐ Paper Flow Only
■ Body and Paper Flow

* Delay means suspect must be released form custody
** Discharge means not filing formal complaint; it allows the D.A. to pick up case later, but only 4% are re-examined later

Client Confidential

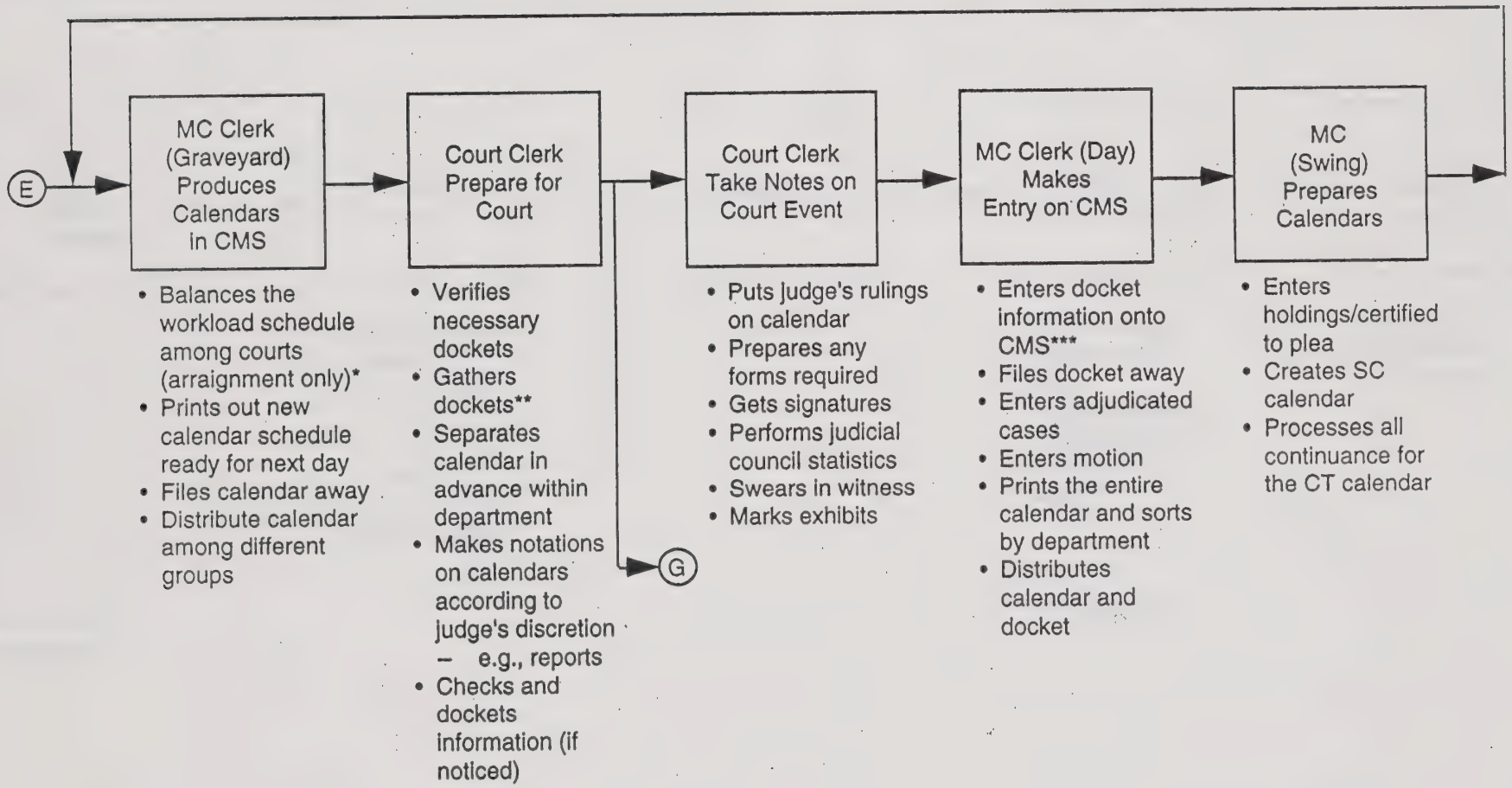
Detain/Release Process
Details

F-9



Court Events
Details: Calendaring and Processing

F-10



Document(s) Generated

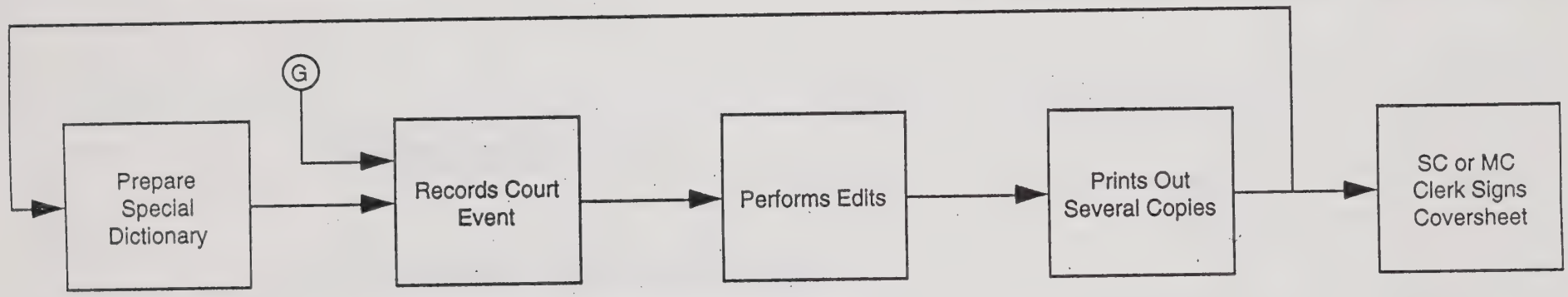
- CT ("hot" calendar)
- "Bluesheet"/ "Yellowsheet" docket form
- Minutes
- Commitment form
- Probation form

Paper Flow Only
Body and Paper Flow

* Only apply to new cases
** Felonies: they do not pull
Misdemeanors: only pull for hearing calendars (assignment desk)
*** Cutoff time: 2:00 PM

Court Events
Details: Reporter Transcript Generation

F-11



- Reads from calendar
  - Defendant name
  - Action number
- Types into special computer

- Three copies for attorneys and judge
- Paid by the page
- Gives copies to MC clerk or SC clerk

- Receives documents into court custody

Document(s) Generated:

- Court transcripts

☐ Paper Flow Only
■ Body and Paper Flow

Appendix G

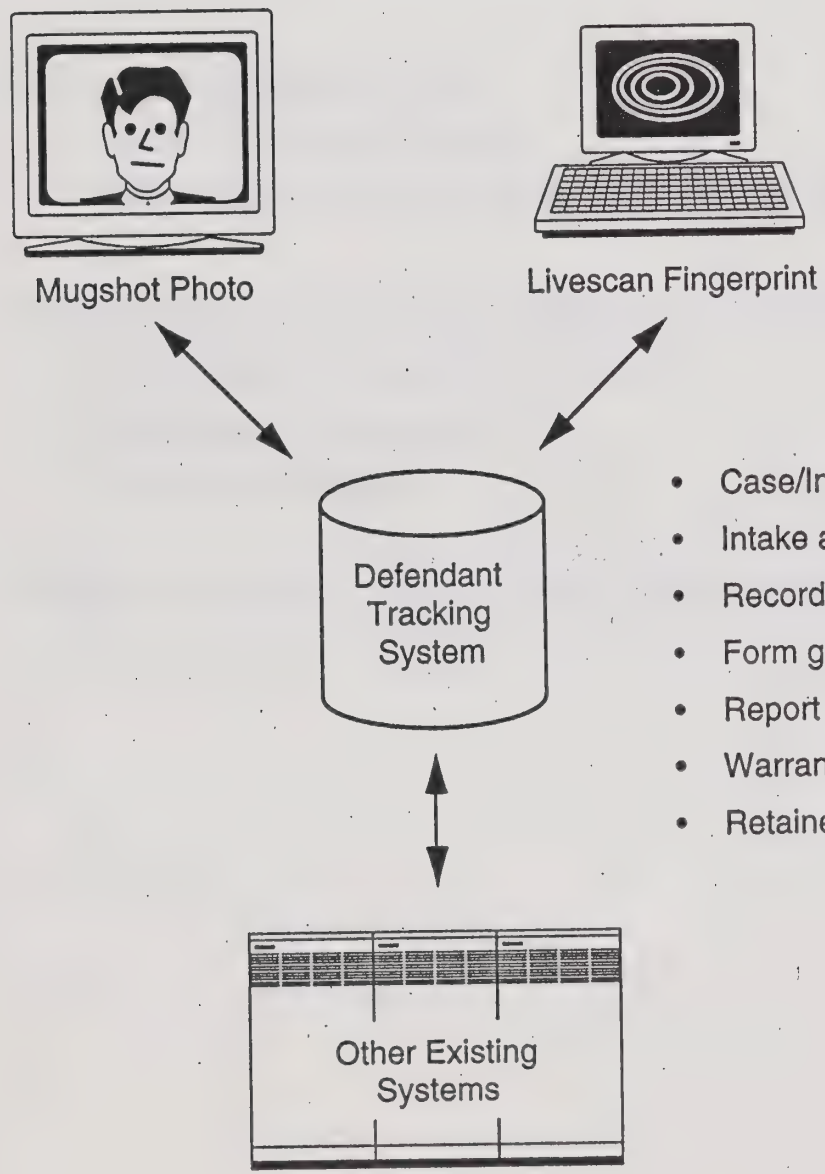
Systems Assessment

Currently, There Are Fragmented Attempts To Automate the Justice System

Sponsor	Project Scope	Upfront Cost	Status
Sheriff	• Defendant Tracking System • Livescan Fingerprint • Mugshot	$4.3M	• Overall architecture completed • Awaiting funds
Police Investigation (Fraud Detail)	• Record management • Report and form generation	$147K	• Currently being used in Fraud Detail • Plan to expand to other Details
Police Record Room	• Document storage and retrieval • Optical imaging	*	• Concept being refined • Vendors solicited to assess cost
Police Planning (MIS?)	• Police report automation • Database tool	*	• Working prototype • Exploring potential platforms
Superior Court Clerk's Office	• Automated form generation • Direct court data entry tool	$128K	• Partial functionality • Working prototype • Awaiting funding and additional programming

* No cost estimates available

The Sheriff's Proposal Is the Largest in Scope, with Features Primarily for the Police and Sheriff



- Case/Inmate Tracking
- Intake and release control
- Records storage management
- Form generator, e.g. Citation to Appear System
- Report generation
- Warrant system
- Retainer system

The Analysis and Concept Are On Track...

- Central system is key
  - SANJIS functionality
  - Core data shared among various functional entities
- No integrated system exists for all three modules
  - Defendant Tracking System
  - Livescan Fingerprint
  - Photo mugshot
- Benefits assessment of $1.4M well supported

...But the Implementation Approach Should Be Examined

- Very technology dependent
  - "Better sameness"
  - Not a process driven solution
- Limited scope
  - Primarily a sheriff's system
  - Not include courts or DA
- Defendant Tracking System proprietary solution
  - Vendor packages cover 80% functionality
  - Home grown systems require much maintenance
- Key stakeholders need more involvement
  - Investigation bureau
  - Record room

Index Recommends a Process-Value Driven Approach

- Make system changes within the context of process changes
  - e.g. Avoid unnecessary equipment costs if centralized booking mandated
- Explore vendors with packaged solutions
  - BIS
  - Software Group
- Get stakeholders more involved
  - Investigation bureau
  - Police record room
- Expand scope to incorporate the needs of entire justice system
- Plan benefits realization strategy

Several Vendors Offer Packages with 80% Functionality*

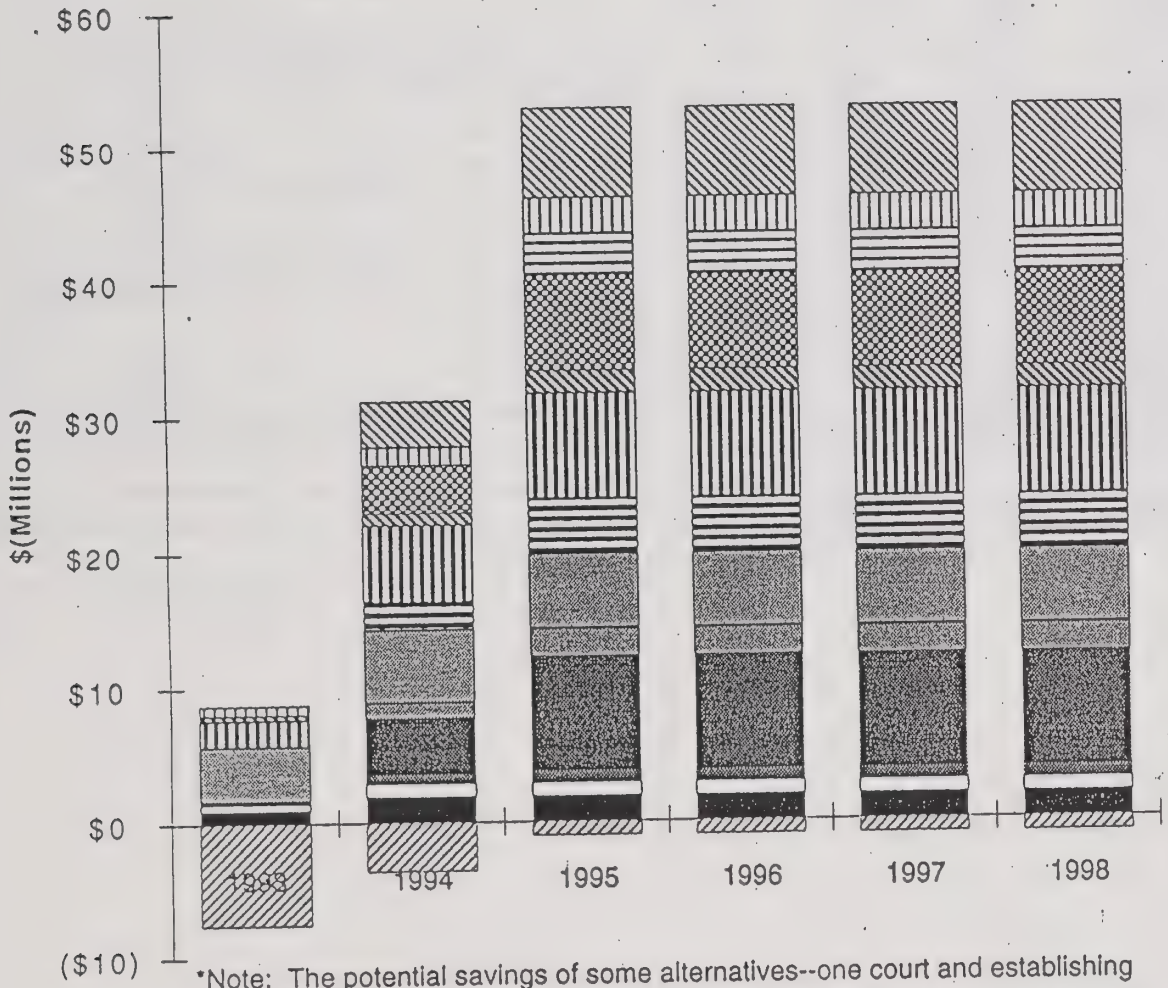
Vendor	What	Where
BIS	• CAD • Law enforcement records • Jail system	• La Habra, CA • Dayton, OH • Johnson County • Las Cruces, NM
	• Judicial system	• Colorado Springs, CO • Dayton, OH
Atkisson & Associates	• Jail system	• San Joaquin County • Monterey County
	• Criminal justice information system	• Marin County

* Source: Discussion with criminal justice system expert

Appendix H

Savings and Investment Calculations

*Savings and Investment Schedule: Detailed Calculations**



- Investment
- Inspector consolidation
- D.A. interview police
- Direct court data entry
- One court
- One police station/Reconfiguration
- Establish Corrections Department
- Defendant continuity
- Inspector reorganization and rotation
- Officers "out of office"
- Streamlined management
- Auto scheduling and calendaring (courts/DA system)
- One-touch identification (police/sheriff system)
- New police report standard
- On-site D.A.
- Centralized Booking

*Note: The potential savings of some alternatives--one court and establishing corrections department--were difficult to gather data on. Also, assume calendar year.

*Savings & Investment Schedule: Detailed Assumptions**

Savings	1993	1994	1995	1996	1997	1998
Centralized Booking	50%	100%	100%	100%	100%	100%
On-site D.A.	50%	100%	100%	100%	100%	100%
New police report standard	25%	75%	100%	100%	100%	100%
One-touch identification (police/sheriff system)		50%	100%	100%	100%	100%
Auto scheduling and calendaring (courts/DA system)		50%	100%	100%	100%	100%
Defendant continuity	25%	50%	100%	100%	100%	100%
Streamlined management	75%	100%	100%	100%	100%	100%
Inspector reorganization and rotation	25%	75%	100%	100%	100%	100%
D.A. interview police	25%	50%	100%	100%	100%	100%
One police station/Reconfiguration		50%	100%	100%	100%	100%
Inspector consolidation		50%	100%	100%	100%	100%
One court		50%	100%	100%	100%	100%
Officers "out of office"		50%	100%	100%	100%	100%
Direct court data entry			100%	100%	100%	100%
Establish Corrections Department			50%	100%	100%	100%

Investment	75%	35%	10%	10%	10%	10%

* Assumes calendar years

Appendix I

Staff Savings Calculations

Staff Savings Overview:
Conservative Alternative

Recommendations	Police: Officer	Police: Sergeant/ Inspector	Police: Lieut./ Captains	Police: Civilian	Sheriff	DA: Clerks	Courts: Clerks, Recorders	Probation	Total FTEs
Centralized Booking		27							27
On-site D.A.		2							2
New police report standard	8								8
One-touch identification (police/sheriff system)	18	62			30			22	132
Auto scheduling and calendaring (courts/DA system)						28	26		54
SUBTOTAL:	26	91	0	0	30	28	26	22	

Sworn: 117

Others: 106

Total: 223

Staff Savings Overview:
Moderate Alternative

Recommendations	Police: Officer	Police: Sergeant/ Inspector	Police: Lieut./ Captains	Police: Civilian	Sheriff	DA: Clerks	Courts: Clerks, Recorders	Probation	Total FTEs
Centralized Booking		27							27
On-site D.A.		2							2
New police report standard	8								8
One-touch identification (police/sheriff system)	18	62			30			22	132
Auto scheduling and calendaring (courts/DA system)						28	26		54
Streamlined management		36	52						88
*Officers "out of office" (civilians)									0
Inspector reorganization and rotation	45	70		2					117
Defendant continuity		18						9	26
SUBTOTAL:	71	214	52	2	30	28	26	30	

Sworn: 337

Others: 117

Total: 454

*Data for these benefits was difficult to gather.

Staff Savings Overview:
Aggressive Alternative

Recommendations	Police: Officer	Police: Sergeant/ Inspector	Police: Lieut./ Captains	Police: Civilian	Sheriff	DA: Clerks	Courts: Clerks, Recorders	Probation	Total FTEs
Centralized Booking		27							27
On-site D.A.		2							2
New police report standard	8								8
One-touch identification (police/sheriff system)	18	62			30			22	132
Auto scheduling and calendaring (courts/DA system)						28	26		54
Streamlined management		36	52						88
* Officers "out of office" (civilians)									0
Inspector reorganization and rotation	45	70		2					117
Defendant continuity		18						9	26
* Establish Corrections Department									0
** One police station/Reconfiguration	27	9	11	37					84
* One court									0
Direct court data entry							52		52
D.A. interviews police	15			11					26
Inspector consolidation		96							96
SUBTOTAL:	113	319	63	50	30	28	78	30	

Sworn: 495

Others: 216

Total: 712

*Data for these benefits was difficult to gather.

**These savings are incorporated elsewhere, such as centralized booking.

Appendix J

Other Supporting Documents

Police Turn to Databases to Link Crimes

In California, a policeman busting a crack house was killed when he was surprised by shooting from a house next door, which turned out to be under surveillance by other investigators. In Pittsburgh, residents complained about drug dealing for months before the police concluded that a dealer had actually moved in to their neighborhood.

Unlikely as it might seem, those are problems that can be addressed by computer technology. While most police still don't even have computers for filing accident reports, a few are starting to use databases to track down criminals.

In one move that demonstrates lawmen's growing appetite for computer technology, the state of California is expected to spend as much as $100 million in the next five years on a contract awarded to Digital Equipment Corp. to computerize state narcotics investigations.

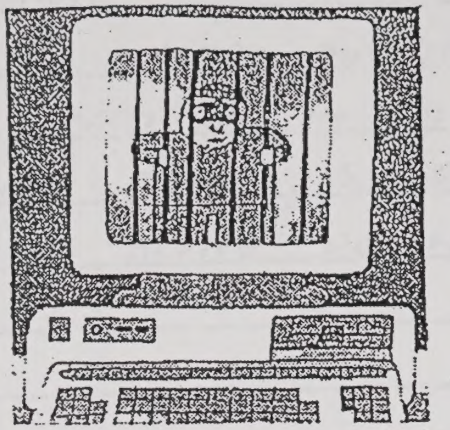
The goal is to computerize investigations statewide and to store on computers in central "war rooms" records about suspects under surveillance and planned operations. Investigators will be able to call up information automatically from the motor vehicles bureau, standard crime reports and anonymous tips.

"We often have minutiae in several places that if combined might be enough to give us probable cause for a search warrant," says Michael Freer, special-agent supervisor for California's justice department. "The computer is a tool to sort it." It also may be a safety device. Electronic maps, designed by ETAK Inc., a unit of News Corp., would reveal whether one force's planned bust was dangerously near a building that other investigators knew was filled with armed people.

This kind of sorting proved useful in New York last month, when computers aided police in arresting two suspects in a Valentine's Day execution of six people in a Bronx apartment. Homicide detectives quizzing neighbors and sources heard repeated references to two nicknames: Tato and Ding Ding. They checked a database kept by the city's narcotics division—which includes names, addresses, aliases, past arrests and types of drugs sold — and found out whom the nicknames belonged to, leading to their arrests.

Computers also could be turned against the nation's soaring murder rate, which has been accompanied by a sharp decline in the number solved, apparently because more killings are committed by unrelated people. One problem is that local police often don't fill out additional forms, such as the 15-page form for the Federal Bureau of Investigation's VICAP database of unsolved murders. VICAP was established in 1985, but has records for only 7,000 of the roughly 40,000 unsolved homicides since then, according to Terence Green, who runs VICAP.

Maj. Gary Terry of the Hillsborough County Sheriff's department in Tampa,



John Segal

Fla., says that despite its weaknesses, VICAP helped establish that a truck driver named Oscar Ray Bolin, convicted of three murders near Tampa, also might be responsible for 10 murders in other states. By asking the system for information on unsolved killings of young white females who had been strangled and dumped in remote areas in the 26 states that Mr. Bolin's truck records showed he had visited, Maj. Terry was able to suggest him as a possible suspect to widely scattered investigators.

The granddaddy of all the crime databases is the FBI's 25-year-old National Crime Information Center. Every law enforcement agency in the country now files all outstanding arrest warrants on the NCIC system, so that a highway patrolman can call in a name or driver's license number and find out if the person is wanted or the car was stolen somewhere. "If NCIC has any weakness, it's that occasionally criminals lie about who they are," says David Nemecek, deputy assistant director of the FBI's criminal-justice information services division. Although NCIC identifies 100,000 wanted suspects a year, "the hard thing to articulate is how many get away," he says.

But the FBI has a solution to NCIC's weaknesses. Within 60 days, it plans to award a $77 million contract for its next-generation system, NCIC 2000. Two years from now, NCIC 2000 will have a database of fingerprints and mug shots of some 500,000 wanted people. By that time, some police cars across the country might be equipped with devices that can read an index fingerprint, compress the image to one-sixtieth its original size, transmit it to Washington and get a response in 60 seconds.

In another instance of computerization, computerized maps, known as geographical information systems, are replacing the traditional pin-covered map boards. Strategic Mapping Inc., Santa Clara, Calif., has started selling a $12,250 system, Atlas Crime Analysis, which runs on PCs. In Pittsburgh, Wilpen Gorr, a Carnegie Mellon University professor who works with police, says that when complaints of drug dealing were plotted on the computer map, agents spotted new locations in two or three weeks, half the time it took to glean the pattern from looking at lists of residents' complaints.

While databases and electronic maps may directly contribute to solving some crimes, computerization's biggest benefit is in reducing time spent on paperwork and improving productivity. One reason that California is anxious to computerize all narcotics information is that a study showed that investigators spend a huge 43% of their time locating and acquiring information that other officers or departments already have. Once it's all on computers, it will be easy for detectives to get every bit of available background information in a few minutes.

At the local level, computerizing is already paying off in some places. Michael Bookser, chief of police in Bellevue, Pa., says he has created a paperless police department using a free database system developed by the state of Pennsylvania for small departments. "From an 18-man department in 1982 to 13 now, we're handling an increased workload with the same success rate," he says. One benefit of the computer: When complaints were plotted, he discovered that the worst crime nights were Sunday and Tuesday, not Friday and Saturday, as he had long assumed.

REPORT FORM CONTINUATION

SAN FRANCISCO POLICE DEPARTMENT

1	S	2	9	[redacted]	REPORTING OFFICER [redacted]	STAR [redacted]	DATE(S) & TIME(S) OF OCCURRENCE 3-11-93, 1750

(R1) BLASCHKA [redacted] TOLD THAT AT THE LISTED TIME EARLEY BECAME ANGRY AND WALKED OUT THE FRONT OF THE GROUP HOME. EARLEY HAS NO KNOWN CAL PROBLEMS. OPERATIONS CENTER, S.F. GENERAL PITAL AND THE CORONER'S OFFICE NOTIFIED.

PAGE 2 OF 2

ICSS ENTRY BY:

SFPD 377